S. Hrg. 100-690

IDAHO FOREST MANAGEMENT ACT OF 1988

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
PUBLIC LANDS, NATIONAL PARKS AND FORESTS

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

SECOND SESSION

ON

S. 2055

TO DESIGNATE CERTAIN NATIONAL FOREST SYSTEM LANDS IN THE STATE OF IDAHO FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM, TO PRESCRIBE CERTAIN MANAGEMENT FORMULAE FOR CERTAIN NATIONAL FOREST SYSTEM LANDS, AND TO RELEASE OTHER FOREST LANDS FOR MULTIPLE-USE MANAGEMENT, AND FOR OTHER PURPOSES

IDAHO FALLS, ID, MARCH 10, 1988
BOISE, ID, MARCH 11, 1988
COEUR d'ALENE, ID, MARCH 12, 1988

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IDAHO FOREST MANAGEMENT ACT OF 1988

THURSDAY, MARCH 10, 1988

U.S. Senate,
Subcommittee on Public Lands,
National Parks and Forests,
Committee on Energy and Natural Resources,
Idaho Falls, ID.

The subcommittee met, pursuant to notice, at 9 a.m., in the Auditorium, University Place, 1776 Science Center Drive, Hon. James A. McClure, presiding.

OPENING STATEMENT OF HON. JAMES A. McCLURE, U.S. SENATOR FROM IDAHO

Senator McClure. I want to open the hearings today by welcoming each one of you. I also want to thank the many of you for taking the time away from your jobs and other important personal matters in order to be able to be here and share with us your opinions concerning the direction of the public lands policy. I am particularly pleased to be able to have Governor Andrus with us as a co-author of this proposal and to have my colleague from the Senate, Steve Symms, also here. They are both very, very welcome to this hearing.

We are sincerely interested in your concerns and your comments about the compromise that has been crafted. The issue of how much wilderness Idaho is going to contribute to the National Wilderness Preservation System is one that needs to be resolved. Many of you, along with the governor and I, have periodically grappled with the issue in what have, thus far, been unsuccessful attempts to resolve it. But I must parenthetically note this process started now nearly 25 years ago, in 1964, with the passage of the Wilderness Act, and it is time for us to resolve it if, indeed, we can.

This time, we tried something different, however. We tried to work out a compromise between ourselves before we let the public know the details of our discussions. I don't think either the governor nor I particularly like to work this way. But, frankly, nothing else has worked, and this was worth a try. We would have preferred to work on problems like this one in open, public forum, and we have done that before. But all previous attempts to do so have failed, and we didn't see things being any different this time around.

The essential question for us was do we just ignore this problem or do we try something different to try to find a solution. We chose to try, and while the compromise we have crafted and have before you today is far from universally praised, it is an honest, sincere attempt on our part to try to finally resolve the question of how to manage the remaining 9 million acres of roadless Forest Service in Idaho.

We did not enter these negotiations with any preconceived or preselected acreages or areas in mind, and we knew that no matter where we ended up many Idahoans were going to be unhappy with the decisions had been made, and we were certainly right in that.

S. 2055 deals only with the 20 million acres of National Forest lands in Idaho. It does not deal with the 12 million acres of public lands administered by the Bureau of Public Land Management. About 4 million acres, or 20 percent of Forest Service administered lands in Idaho, have already been designated as wilderness. Another 9 million acres, about 45 percent, remain, for all practical purposes, roadless. The remaining 35 percent that has thus far been developed must provide timber harvests, roaded recreation opportunities, most of the grazing opportunities, motorized recreation and so on. In other words, 35 percent of our forest land gets the greatest variety of usage.

This situation is not good land management and it is not necessary. We need to identify those lands which truly deserve the protection of wilderness designation and proceed to do so. At the same time, we also must recognize that there are men, women, and children, all Idahoans, whose quality of life and livelihood depends upon a dependable source of timber for sawmills located in their communities, on ore mined from claims located within the National Forests, and upon the continued availability of grazing allotments on the public lands.

There are also the vast majority of recreational users of the National Forests who depend upon roads for access to their favorite camping, fishing, or hunting spots. And we cannot overlook the trail bike rider, the snowmobiler, or the horsemen who demand access to areas where he or she can enjoy their form of recreation.

Governor Andrus and I have made our choices about which areas need to be protected by wilderness designation. While we know that few of you will agree completely with our selections—some will want less, some more—we hope that you will at least consider the package that is offered.

We propose wilderness designation where we think it is both appropriate and necessary. In other areas, we recognize the fact that there is little hope of ever striking a compromise between resource users with conflicting interests. In some such cases, we have attempted, through the designation of special management areas, to resolve the conflict by statutory means.

Idaho needs its public lands for recreation, for economic stability and growth, and for the many combinations of uses—sometimes single, sometimes multiple—that provide the greatest good to the greatest number of Idaho citizens and to the citizens of the nation.

Despite what has been reported in the press and passed from person to person by word of mouth, both the governor and I are anxious and interested to hear from you. This bill belongs not only to both of us, but to all of you and to the nation. We believe it is the best compromise available, and we intend to press forward in our efforts to get the Congress to pass it this year.

But let me raise one point, or perhaps it should be a challenge to all of you who will offer testimony today or at the other hearings or in writing. And that is don't cop out. It is far too easy to just say, "We want more wilderness," or, "We don't want any more wilderness." I have wrestled with this problem for too many years to come up with that kind of an easy solution. The result is that each side moves further apart from the other. Rather than reaching a compromise, we become polarized.

It takes leadership to forge a compromise and it takes courage to give a little in order to get a little. So in your testimony don't just say what you want, but say what you are willing to give in order to achieve a solution. That's what Governor Andrus and I had to do as we tried to put together this compromise. Find out what the trade-offs were that would produce a bill that we could pass. We tried to provide that kind of leadership in putting this bill together.

If we fail in this effort, then we simply turn over the destiny of our roadless forest lands to someone else to make the decisions, and inevitably to the federal courts to sort through what will, in all likelihood, be further lawsuits, injunctions, and court proceedings which will have little benefit but to drain the financial resources of us all. In short, all of us will have to admit that we are incapable of making the tough decisions. I hope we are capable of making those decisions, of coming to a real compromise in settling the issue. Not a single one of us will get everything he or she wants.

This is one of three hearings being held on the Idaho Forest Management Act this week in this state. Once we have reviewed your testimony and that of your fellow Idahoans who will appear and testify and file statements, we will request that the Senate Energy and Natural Resources Committee set a date for a hearing in Washington. Following that hearing and assuming the bill receives a favorable report from the committee, the bill will be placed on the Senate calendar for full debate, amendments, and a final vote.

A similar process has to be followed with the House, and there is a question as to whether the House will undertake that at the same time we are doing it or whether they will wait for us to complete our work in the Senate before they commence theirs. But inevitably there will probably be a different version of the bill ultimately passed in the House from that which is ultimately passed in the Senate. And then we must sit in conference and try to resolve those differences.

But we are a long ways away from that point of sending a bill to the President for his decision as to whether or not it is acceptable public policy.

Just a word about the processes in this hearing. We have divided the morning into panels, and there are several panels. I think you have all seen the witness list. They are posted in the back of the room outside this room. Those panels will have a limited amount of time, the members of the panels, but we will try to complete each of those panels and all of the witnesses on the panels before noon. We will have a brief break for lunch, and I mean brief, because we have a lot of witnesses to hear today, and we will then hear from the public witnesses who have asked to appear and testify. Everyone who has contacted any of my offices has been put on the list in the order in which they approach the office; the date and the time of their contact with the office is recorded and they went on the list in that order. Now, inevitably there are some people who have suggested that the office made some errors, and I apologize if indeed that's true. But we have tried, sincerely tried, to get people down in the order in which they did request appearance.

We have for this hearing today received 140 requests for appearance and testimony this afternoon, and that means time is necessarily limited for each witness. I will say it now and I will say it again later this afternoon that every written statement will be placed in the record in full and the entire record will be read. You don't have to say it all just because it's in the statement, and unfortunately time probably will not permit delivering the entire statement, because if we have all of those witnesses, in order to get done at all at a reasonable time today, it's going to be necessary to limit each witness to approximately two minutes. That will be our effort this afternoon.

Each panel member, as we have the first panel, the next panel will be in the front row; as the first panel testifies, we will ask the second panel to take their place in the front row, and as you come forward, if you would submit copies of your written testimony to the staff so our official reporter may have a copy of it, so copies may be made available to the press and to the members of the committee, my colleagues here that are at the table here with me, and we'll be able to follow through that written testimony. There are some witnesses we can read faster than they talk; and there are some witnesses who talk faster than I can listen.

[The text of S. 2055 follows:]

II

100TH CONGRESS
2D SESSION

S. 2055

To designate certain National Forest System lands in the State of Idaho for inclusion in the National Wilderness Preservation System, to prescribe certain management formulae for certain National Forest System lands, and to release other forest lands for multiple-use management, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 16 (legislative day, FEBRUARY 15), 1988

Mr. MCCLURE introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

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A BILL

To designate certain National Forest System lands in the State of Idaho for inclusion in the National Wilderness Preservation System, to prescribe certain management formulae for certain National Forest System lands, and to release other forest lands for multiple-use management, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Idaho Forest Management Act of 1988".

TITLE I—FINDINGS, PURPOSES, WILDERNESS AND SPECIAL DESIGNATIONS

SEC. 101. (a) The Congress finds that—

(1) certain areas of undeveloped National Forest lands in the State of Idaho possess outstanding natural characteristics giving them high values as wilderness and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;

(2) review and evaluation of roadless and undeveloped lands in the National Forest System of Idaho have identified those areas which, on the basis of their landform, ecosystem, associated wildlife, and location, will help to fulfill the National Forest System's share of a quality National Wilderness Preservation System; and

(3) review and evaluation of roadless and undeveloped lands in the National Forest System in Idaho have also identified those areas which should be specially managed under a prescribed formula designed to allow timber harvesting while protecting and mitigating damage to fish and wildlife resources and also identified other areas which should be specially managed for recreational access only; and

(4) review and evaluation of roadless and undeveloped lands in the National Forest System in Idaho have also identified those areas which should be available for multiple uses other than wilderness, subject to the Forest Service's land management planning process and the provisions of this Act.

(b) The purposes of this Act are to—

(1) designate certain National Forest System lands in Idaho for inclusion in the National Wilderness Preservation System in order to preserve the wilderness character of the land and to protect watersheds and wildlife habitat, preserve scenic and historic resources, and promote scientific research, primitive recreation, solitude, physical and mental challenge, and inspiration for the benefit of all of the American people;

(2) designate certain National Forest System lands in Idaho for special management under prescribed formulae designed to allow timber harvesting while protecting and mitigating damage to fish and wildlife resources and to designate certain other lands for special management to allow recreational access only;

(3) withdraw, subject to valid existing rights, National Wilderness Preservation System lands in the

State of Idaho, including those so designated by this Act, from operation of the general mining and mineral leasing laws in order to protect the physical characteristics and wilderness values which motivated the Congress to include these lands within the System;

(4) require appropriate inventory to assess and document the minerals potential of National Wilderness Preservation System lands in the State of Idaho in order to enhance the data base; and

(5) insure that certain National Forest System lands in the State of Idaho be made available for multiple uses other than wilderness in accordance with applicable National Forest laws and planning procedures and title II of this Act. The lands referred to in this paragraph may be managed for a wide variety of uses, depending on their unique characteristics, including but not limited to fish and wildlife protection management, developed and undeveloped recreation, scenic enjoyment, preservation of natural characteristics, range management, grazing, timber harvesting, watershed and vegetation management, energy and minerals exploration and development, and other uses.

SEC. 102. In furtherance of the purposes of the Wilderness Act (78 Stat. 890), and to end the dispute regarding the RARE II studies of the Forest Service lands, subject to valid existing rights, the following National Forest System lands in the State of Idaho, comprising approximately one million four hundred and two thousand three hundred acres and generally depicted on maps appropriately referenced, are hereby designated as wilderness, and therefore, as components of the National Wilderness Preservation System:

(a) certain lands in the Idaho Panhandle National Forests which comprise approximately twenty-two thousand six hundred acres as generally depicted on a map entitled "Salmo-Priest Wilderness—Proposed", dated December 1987, and which shall be known as the Salmo Priest Wilderness;

(b) certain lands in the Idaho Panhandle National Forest which comprise approximately fifty four thousand eight hundred acres as generally depicted on a map entitled "Selkirk Crest Wilderness—Proposed", dated December 1987, and which shall be known as the Selkirk Crest Wilderness: *Provided,* That if all or any portion of lands owned by the State of Idaho comprising approximately fifteen thousand four hundred and forty acres as generally depicted as "proposed legislative exchange" on such map are acquired by exchange by the Secretary, they shall become part of the Selkirk Crest Wilderness and the Secretary shall modify the boundary of the area accordingly;

(c) certain lands in the Idaho Panhandle National Forests which comprise approximately fourteen thousand nine hundred and fifty acres as generally depicted on a map entitled "Scotchman Peak Wilderness—Proposed", dated December 1987, and which shall be known as the Scotchman Peak Wilderness;

(d) certain lands in the Idaho Panhandle National Forests and the Clearwater National Forest which comprise approximately one hundred and sixty-one thousand one hundred acres as generally depicted on a map entitled "Mallard-Larkin Wilderness—Proposed", dated December 1987, and which shall be known as the Mallard Larkin Wilderness. The previous classification of the following is hereby abolished: The Mallard Larkin Pioneer Area;

(e) certain lands in the Clearwater National Forest which comprise approximately one hundred and forty-two thousand two hundred and fifty acres as generally depicted on a map entitled "Kelly-Cayuse Wilderness—Proposed", dated December 1987, and which shall be known as the Kelly-Cayuse Wilderness;

(f) certain lands in the Payette National Forest which comprise approximately two hundred and sixty-three thousand one hundred acres as generally depicted on a map entitled "Secesh-Payette Crest Wilderness—

Proposed", dated December 1987, and which shall be known as the Secesh-Payette Crest Wilderness;

(g) certain lands in the Boise National Forest which comprise approximately nine thousand three hundred acres as generally depicted on a map entitled "Snowbank Wilderness—Proposed", dated December 1987, and which shall be known as the Snowbank Wilderness;

(h) certain lands in the Boise National Forest which comprise approximately sixty-six thousand two hundred acres as generally depicted on a map entitled "Red Mountain Wilderness—Proposed", dated December 1987, and which shall be known as the Red Mountain Wilderness;

(i) certain lands in the Boise and Challis National Forests which comprise approximately one hundred and two thousand four hundred acres as generally depicted on a map entitled "Sawtooth Additions—Proposed", dated December 1987, and which shall be known as the Sawtooth Additions and which are hereby incorporated in and shall be deemed to be part of the Sawtooth Wilderness and are to be managed by the Sawtooth National Recreation Area;

(j) certain lands in the Boise National Forest which comprise approximately forty-seven thousand six hundred acres as generally depicted on a map entitled "Trinities Wilderness—Proposed", dated December 1987, and which shall be known as the Trinities Wilderness;

(k) certain lands in the Sawtooth National Recreation Area which comprise approximately one hundred thousand two hundred acres as generally depicted on a map entitled "White Cloud Wilderness—Proposed", dated December 1987, and which shall be known as the White Cloud Wilderness and shall be administered in accordance with the Wilderness Act (78 Stat. 890) as provided in section 103 of this Act, or the Act of August 22, 1972, which established the Sawtooth National Recreation Area (Public Law 92–400), whichever is more restrictive: *Provided,* That nothing in this Act shall affect the value of any valid existing rights which may have existed under the mining laws of the United States prior to August 22, 1972;

(l) certain lands in the Challis National Forest which comprise approximately one hundred and fifteen thousand six hundred acres as generally depicted on a map entitled "Pioneer Wilderness—Proposed", dated December 1987, and which shall be known as the Pioneer Wilderness;

(m) certain lands in the Challis National Forest which comprise approximately fifty-four thousand five hundred acres as generally depicted on a map entitled "Borah Peak Wilderness—Proposed", dated December 1987, and which shall be known as the Borah Peak Wilderness;

(n) certain lands in the Targhee National Forest which comprise approximately fifty-four thousand six hundred acres as generally depicted on a map entitled "Italian Peaks Wilderness—Proposed", dated December 1987, and which shall be known as the Italian Peaks Wilderness;

(o) certain lands in the Targhee National Forest which comprise approximately sixteen thousand three hundred acres as generally depicted on a map entitled "Lionhead Wilderness—Proposed", dated December 1987, and which shall be known as the Lionhead Wilderness;

(p) certain lands in the Targhee National Forest which comprise approximately three thousand five hundred acres as generally depicted on a map entitled "Winegar Hole Addition—Proposed", dated December 1987, and which are hereby incorporated in and shall be a part of the Winegar Hole Wilderness;

(q) certain lands in the Targhee National Forest which comprise approximately one hundred and fifty-five thousand two hundred acres as generally depicted on a map entitled "Palisades Wilderness—Proposed", dated December 1987, and which shall be known as the Palisades Wilderness. Within the Palisades Wilderness, on and immediately around Palisades Peak, the Secretary shall permit helicopter landings for recreational skiing as if the area had not been designated wilderness. Such landings shall continue either under permits issued to the existing permittee, or to such other permittee or permittees as the Secretary may authorize; and

(r) certain lands in the Caribou National Forest which comprise approximately eighteen thousand one hundred acres as generally depicted on a map entitled "Mount Naomi Wilderness—Proposed", dated December 1987, and which shall be known as the Mount Naomi Wilderness.

Sec. 103. (a)(1) There is hereby established the Bonner's Ferry Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Idaho Panhandle National Forest, and comprising approximately eighty-nine thousand eight hundred acres, as generally depicted on a map entitled "Bonner's Ferry Special Management Area" and dated December 1987. Notwithstanding any other provision of law, the Secretary shall manage the area designated "A" on the above described map so as to provide three million five hundred thousand board feet additional allowable sales quantity of timber annually above the allowable sales quantity level for that area in the forest plan for the Idaho Panhandle National Forests at the date of enactment of this Act: *Provided further,* That the allowable sales quantity in the Bonner's Ferry District of the Idaho Panhandle National Forests shall be not less than forty million five hundred thousand board feet annually for the first planning period and the allowable sales quantity for the entire Idaho Panhandle National Forest shall be not less than two hundred and eighty-three million five hundred thousand board feet annually for the first planning period.

(2) There is hereby established the Clearwater Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Clearwater and Idaho Panhandle National Forests, and comprising approximately fifty thousand six hundred and sixty acres, as generally depicted on a map entitled "Mallard-Larkin Special Management Area—Proposed" and dated December 1987. The areas which are composed of Foehl Creek, Minnesaka Creek, Bear Creek, Bacon Creek, Yankee Point-Neversweat, and Skull Creek-Copper Creek, shall be managed permanently as a

"C8S" area as described in the Forest Plan, Clearwater National Forest dated September 1987. The goals of this "C8S" management prescription shall be to manage these areas to maintain high quality wildlife and fishery objectives while producing timber from the productive forest land. In managing these areas, the Secretary shall meet the goals by resource as set forth in section C of the "C8S" management area prescription contained in the plan. The Secretary shall achieve these goals by managing the areas pursuant to the standards by resource set forth in section C of the "C8S" management prescription, and the minimum forest standards in section E of chapter II, of the plan.

(3) There is hereby established the East Weitas Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Clearwater National Forest, comprising approximately twenty-six thousand one hundred acres, as generally depicted on a map entitled "East Weitas Special Management Area" and dated December 1987. The area shall be managed permanently as a "C8S" area as described in the Forest Plan, Clearwater National Forest dated September 1987. The goals of this "C8S" management prescription shall be to manage these areas to maintain high quality wildlife and fishery objectives while producing timber from the productive forest land. In managing these areas, the Secretary shall meet the goals by resource as set forth in

section C of the "C8S" management area prescription contained in the plan. The Secretary shall achieve these goals by managing the areas pursuant to the standards by resource set forth in section C of the "C8S" management prescription, and the minimum forest standards in section E of chapter II, of the plan.

(4) There is hereby established the Cook Mountain Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Clearwater National Forest, comprising approximately seventy-seven thousand one hundred acres, as generally depicted on a map entitled "Cook Mountain Special Management Area", dated December 1987. The area shall be managed permanently as a "C1" area as described in the Forest Plan, Clearwater National Forest dated September 1987. The goal of the "C1" management prescription for the Cook Mountain area shall be to manage the area to maximize big-game summer habitat potential without building new roads; to provide for short-term livestock grazing where compatible with elk habitat management; and to provide for high quality dispersed recreation in a semiprimitive motorized setting. In managing these areas, the Secretary shall meet the goals by resource as set forth in section C of the "C1" management area prescription contained in the plan. The Secretary shall achieve these goals by managing the areas pursuant to the standards by resource set

forth in section C of the "C1" management prescription, and the minimum forest standards in section E of chapter II, of the plan.

(5) There is hereby established the French Creek Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Payette National Forest, and comprising approximately one hundred and fifty-seven thousand acres, as generally depicted on a map entitled "French Creek Special Management Area—Proposed" and dated December 1987. The goal of this management prescription is to improve wildlife and fishery resources while producing timber from the productive forest land. The Secretary shall take specific actions to protect, maintain and improve calving areas, summer and winter range, and habitat for elk and other big game. New roads may be constructed for the purpose of timber harvest and management: *Provided*, That any such roads shall comply with road density standards for the Elk Management Unit in which they are to be constructed and such roads shall be closed to public motorized use. Grazing lands within the area shall be subject to extensive management and, where appropriate to protect fish and wildlife habitat on a site specific basis, to intensive management practices. Fish habitat and water quality within the area shall be maintained or improved. With respect to wildlife and big game habitat, the Secretary shall consult with the Idaho De-

partment of Fish and Game in developing management and monitoring practices. The Secretary shall comply with the following standards:

(i) Management activities shall be concentrated within the smallest possible area and shortest period of time practical for the completion of each project within a timber sale area.

(ii) Logging shall not occur simultaneously on adjacent timber sale areas.

(iii) Ecotones shall be created in timber sale units by unit design and by interspersing successional stages.

(iv) Big game wallows and licks identified as key habitat by the Secretary shall be protected from disturbance and hiding cover shall be maintained immediately adjacent thereto. No timber harvest of any kind shall occur near wallows or licks during the "rut".

(v) Timber harvest shall not occur in calving and fawning areas, identified by the Secretary between May 1 and July 1, or any time when such areas are being used by big game for such purposes.

(vi) Big game hiding and thermal cover shall be provided around a minimum of 50 per centum of the perimeter of meadows greater than five acres where existing conditions make this viable. Cover areas shall be no less than two elk site distances wide and contain no less than a ten acre stand.

The Secretary shall set such additional standards as may be necessary and prudent with respect to cultural, recreational, wildlife, range, timber, soil, water, air, research natural areas, and resource protection as may be necessary to meet the goal of this management prescription.

(6)(A) There is hereby established the South Fork Special Management Areas (hereinafter in this paragraph referred to as the "area"), located in the Payette National Forest, and comprising approximately fifty-four thousand two hundred acres, as generally depicted on a map entitled "South Fork Special Management Areas—Proposed", dated December 1987. The area shall be administered by the Secretary to allow no harvesting of timber or other commercial activity in the area designated "A" on the above described map, which area is generally one half mile in both directions from the center of the South Fork of the Salmon River from the confluence with the East Fork of the South Fork, south to the Payette National Forest boundary.

(B) The Secretary shall allow timber harvesting in areas outside of area "A" but within any drainage of any tributary which flows into that reach of the South Fork of the Salmon which lies within area "A" (hereinafter the "reach system") only to the extent such harvesting results in no net increase in sediment deposit in the reach system. Such timber harvesting shall occur only upon the following conditions:

(i) Sediment deposited in the reach system shall be mitigated;

(ii) mitigation shall occur by removal of deposited sediment or by prevention of sedimentation, in an amount equal to, in volume, the total amount of the sediment to be deposited in the reach system as a result of commercial activity associated with timber harvesting within the sale area as predicted by the BOISET sedimentation model, or any state-of-the-art reach system specific replacement;

(iii) mitigation by removal of deposited sediment shall occur before, during or immediately after commercial activity associated with timber harvesting within a sale area commences. Mitigation by removal shall occur, to the extent reasonably practicable, in locations within the reach system in the following priority order: stretches downstream from the commercial activity that are significant to anadromous fish; stretches upstream from the commercial activity that are significant to anadromous fish; other downstream stretches; and other upstream stretches;

(iv) mitigation by prevention shall occur in areas within the reach system that are significant to the anadromous fishery in stretches of the reach system before mitigation by prevention is conducted in other areas;

(v) the Secretary shall monitor sedimentation from all commercial activities, and if such monitoring shows that commercial activity associated with timber harvesting in a sale area is resulting in sediment deposits in the reach system which are materially and consequentially in excess of that predicted by the BOISET sedimentation model or its replacement assuming normal activities and conditions, the Secretary shall require such commercial activity to cease. The activity may resume only if the Secretary ensures that such additional action as may be necessary to prevent or mitigate the increase in sediment deposits are undertaken by the commercial operator, or other appropriate entity; and

(vi) mitigation must begin prior to or during the season in which timber harvesting resulting in sedimentation commences.

(C) The Secretary shall consult with the Idaho Department of Fish and Game in identifying stream sediments or areas of significance to the anadromous fish or fishery for purposes of mitigation by removal or prevention. The Secretary shall schedule and manage mitigation activities in order to avoid disturbance of anadromous fish or damage to fish habitat.

(7) There is hereby established the Lime Creek Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Sawtooth National Forest, and comprising approximately forty thousand five hundred acres, as generally depicted on a map entitled "Lime Creek Special Management Area—Proposed" and dated December 1987. The use of motorized recreational vehicles is prohibited within the area except on trails designated for such use. The Secretary shall designate certain trails in the area for use solely by motorized vehicles and shall designate certain other trails on which motorized recreational vehicles shall be prohibited. Such use or prohibition may be either permanent or for specific periods. The Secretary may not construct any new trails within the area: *Provided,* That relocation of any portion of any existing trail to alleviate resource damage shall not constitute construction of a new trail if the existing portion is thereafter closed.

(8) There is hereby established the Smokies Special Management Area (hereinafter in this paragraph referred to as the "area"), located in the Sawtooth National Forest, and comprising approximately one hundred and fifteen thousand six hundred acres, as generally depicted on a map entitled "Smokies Special Management Area—Proposed" and dated

December 1987. The use of motorized recreational vehicles is prohibited within the area except on trails designated for such use. The Secretary shall designate certain trails in the area for use solely by motorized recreational vehicles and shall designate certain other trails on which mortorized vehicles shall be prohibited. Such use or prohibition shall be either permanent or for specific periods. The Secretary may not construct any new trails within the area: *Provided,* That relocation of any portion of any existing trail to alleviate resource damage shall not constitute construction of a new trail if the existing portion is thereafter closed.

(b) The Secretary shall administer the areas designated by this section to achieve the purposes for which each area was established and in accordance with the laws and regulations applicable to the National Forest System.

(c) Land and resource management plans for the affected national forests prepared in accordance with the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended, shall emphasize achieving the purposes for which the areas are designated.

SEC. 104. (a) As soon as practicable after the enactment of this Act, the Secretary of Agriculture (hereinafter referred to as the "Secretary") shall file the maps referred to in section 102, section 103, and section 309 and a legal description of each area designated by this Act with the Committee on

Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such legal descriptions and maps may be made. Each map and legal description shall be on file and available for public inspection in the Office of the Chief of the Forest Service, Department of Agriculture.

(b) Subject to valid existing rights, each wilderness area designated by this Act shall be administered by the Secretary in accordance with the provisions of the Wilderness Act of 1964 (78 Stat. 890) governing areas designated by that Act as wilderness areas, except that, with respect to any wilderness area designated in this Act, any reference in such provisions to the effective date of the Wilderness Act of 1964 shall be deemed to be reference to the effective date of this Act.

TITLE II—RELEASE OF LANDS FOR MULTIPLE USE MANAGEMENT

SEC. 201. (a) The Congress finds that—

(1) the Department of Agriculture has completed the second roadless area review and evaluation program (RARE II); and

(2) the Congress has made its own review and examination of National Forest System roadless areas in

Idaho and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the question of the legal and factual sufficiency of the RARE II final environmental statement (dated January 1979) with respect to National Forest System lands in States other than Idaho, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of Idaho;

(2) with respect to the National Forest System lands in the State of Idaho which were reviewed by the Department of Agriculture in the second roadless area review and evaluation (RARE II) and those lands referred to in subsection (d), that review and evaluation or reference shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the re-

visions of the plans, but shall review the wilderness option when the plans are revised, which revisions will ordinarily occur on a ten-year cycle, or at least every fifteen years, unless, prior to such time the Secretary of Agriculture finds that conditions in a unit have significantly changed;

(3) areas in the State of Idaho reviewed in such final environmental statement or referenced in subsection (d) and not designated wilderness upon enactment of this Act shall be managed for multiple use in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976: *Provided,* That such areas need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans;

(4) in the event that revised land management plans in the State of Idaho are implemented pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law, areas not recommended for wilderness designation need not be managed for the purpose of

protecting their suitability for wilderness designation prior to or during revision of such plans, and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976, and other applicable law; and

(5) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of Idaho for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

(c) As used in this section, and as provided in section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, the term "revision" shall not include an "amendment" to a plan.

(d) The provisions of this section shall also apply to—

(1) those National Forest System roadless areas in the State of Idaho which were evaluated in any unit plan or which are being managed pursuant to a multiple use plan; and

(2) National Forest System roadless lands in the State of Idaho which are less than five thousand acres in size.

TITLE III—MISCELLANEOUS PROVISIONS

GRAZING IN WILDERNESS AREAS

SEC. 301. The grazing of livestock and all grazing allotments on lands designated as wilderness in section 102 and special designations in section 103 in this Act where established prior to the date of enactment of this Act shall be continued together with such motorized vehicular access and water developments as may be in use on such lands. Predator control methods shall be continued as currently practiced on such lands. This section shall be considered in accordance with section 4(d)(4) of the Wilderness Act.

STATE WATER ALLOCATION AUTHORITY

SEC. 302. (a) Within the State of Idaho, nothing in the Wilderness Act nor this Act nor any other legislation designating lands as wilderness or special management areas shall constitute or be construed to constitute either an express or implied reservation of water or water rights for any purpose. The United States may acquire such water rights as it deems necessary to carry out its responsibilities on any lands designated as wilderness or special management areas pursuant to the substantive and procedural requirements of the laws of the State of Idaho. This section shall not affect any reserved water right which the United States may have previously acquired within the State of Idaho with respect to any lands designated as wilderness or special management areas by this Act or any other Act for the primary purposes for which such lands had been originally withdrawn from the public domain.

(b) As provided in section 4(d)(7) of the Wilderness Act of 1964, nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the State of Idaho with respect to wildlife and fish in the national forests in Idaho.

(c) Within area designated as wilderness by this Act, the Forest Service is directed to utilize whatever sanitary facilities are necessary, including but not limited to vault toilets which may require service by helicopter, to insure the continued health and safety of the communities serviced by the watersheds in wilderness areas in the State of Idaho; furthermore, nothing in this Act shall be construed to limit motorized access and road maintenance by local municipalities for those minimum maintenance activities necessary to guarantee the continued viability of whatsoever watershed facilities currently exist or which may be necessary in the future to prevent the degradation of the water supply in wilderness areas within the State of Idaho.

(d) Within areas designated wilderness or special management areas in the State of Idaho by this or any other Act, the Secretary is directed to allow helicopter access by Federal and State agencies for emergency purposes and to State agencies for fish and wildlife purposes: *Provided,* That this subsection does not authorize the construction of any new landing areas. Access shall be allowed only in existing landing sites, whether previously constructed or natural.

PROHIBITION OF BUFFER ZONES

SEC. 303. No protective perimeters or buffer zones around any wilderness areas are necessary or authorized to protect any wilderness areas within the State of Idaho or may be established pursuant to this or any other law. The fact that nonwilderness activities or uses can be seen or heard from areas within the wilderness shall not, of itself, preclude such activities or uses up to the boundary of the wilderness area.

MINERAL RESOURCES

SEC. 304. In furtherance of section 4(d)(2) of the Wilderness Act and the policies of the National Materials and Minerals Policy, Research and Development Act (94 Stat. 2305), the Secretary of the Interior shall continue to make assessments of the mineral potential of national forest wilderness areas in the State of Idaho, on a recurring basis, using environmentally compatible methods, in order to expand the data base with respect to the mineral potential of such lands.

LANDING OF AIRCRAFT

SEC. 305. Except as otherwise specifically provided in this Act, the landing of aircraft on lands within the State of Idaho designated as wilderness or special management areas, where this use has become established prior to the date of enactment of this Act shall be permitted to continue and the Secretary shall not permanently close and shall maintain any aircraft landing strip in use on national forest lands in Idaho on the date of enactment of this Act. On lands acquired after the date of enactment of this Act the Secretary may close any aircraft landing strip only with the express written concurrence of the agency of the State of Idaho charged with evaluating the safety of backcountry airstrips.

INVENTORY OF STRUCTURES WITHIN WILDERNESS AREAS

SEC. 306. (a) Within two years from the date of enactment of this Act, the Secretary shall cooperate with the Secretary of the Interior and with agencies and institutions of the State of Idaho in conducting an inventory of the ranch, homestead, trapper, and other cabins and structures within areas designated as wilderness in section 102(a) of this Act and submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives a report on—

(1) the location of these structures;

(2) their historic significance, if any;

(3) their present condition;

(4) recommendations as to which of these structures should be—

(A) stabilized;

(B) restored;

(C) maintained; or

(D) removed;

(5) the estimated cost of such stabilization, restoration, maintenance, or removal; and

(6) the suitability of any of these structures for inclusion in the National Register of Historic Places.

(b) Until such time as the study under this subsection is completed and the required report submitted to the committees, the Secretary shall not knowingly permit the destruction or significant alteration of any historic cabin or other structure on national forest land within the areas designated as wilderness in section 102(a) of this Act.

LAND ACQUISITION

SEC. 307. The Secretary shall promptly identify all lands within the areas designated in sections 102 and 103 of this Act which are not owned by the Federal Government and shall acquire such lands by exchange where such lands are held in public ownership by the State of Idaho or a unit of local government or by purchase on a willing buyer-willing seller basis, donation, or exchange where such lands are privately held.

OUTFITTED CAMPS

SEC. 308. (a) With respect to outfitter and guide camps and practices as assigned and allowed by permit prior to the date of enactment of this Act on lands within the State of

Idaho designated as wilderness or as special management areas by this or any other Act, the Secretary shall permit, subject to reasonable regulation to insure compatibility, the continuance of existing uses, and the future establishment, and use, of temporary campsites, tent platforms, shelters, and other temporary facilities and equipment directly and necessarily related to such activities. Such facilities and equipment shall be constructed, used, and maintained in a manner consistent with the protection of the area in which they are located. All new facilities shall be constructed of materials which blend with, and are compatible with, the immediately surrounding landscape. Upon termination of such activities and uses (but not upon regular or seasonal cessation), such structures or facilities shall, upon written request, be removed from the areas by the permittee.

(b) Notwithstanding the foregoing provisions, the Secretary may determine, after adequate notice, that the establishment and use of such new facilities or equipment would constitute a significant expansion of existing facilities or uses which would be detrimental to the purposes for which the affected conservation system unit was established, including the wilderness character of any wilderness area within such unit, and may thereupon deny such proposed use or establishment.

(c) The Secretary shall not prohibit the continuance of any commercial outfitting and guide camps and practices subject to this section without the express written concurrence of the agency of the State of Idaho charged with the regulation of the outfitting and guide industry.

ROADS

SEC. 309. (a) For the purposes of this Act, any parallel track together with an area measured by fifty feet to each side from the center line of such track which was in use prior to the enactment of this Act in areas designated by section 102 and which may be traveled by four wheel vehicles licensed for highway use by an appropriate State agency is hereby defined as a road.

(b) The designation of lands in section 102 by this Act does not include any roads as defined in subsection (a) nor any improved (such as gravel or paved) roads, and the Secretary shall indicate such roads on the maps and shall revise the boundaries on such maps to exclude such roads on the maps as required in section 104.

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Senator McClure. With that I might ask my colleague from the Senate, Steve Symms, do you have a statement?

STATEMENT OF HON. STEVE SYMMS, U.S. SENATOR FROM IDAHO

Senator Symms. I do have a statement. Thank you very much, Senator McClure and Governor Andrus.

I see there is a great deal of interest here and I hope that what comes out of these hearings, what I want to hear is what is in this bill for the working men and women in Idaho. And I think that Senator McClure pointed out what are the alternatives if we do not have the bill, and then what is in that for the working men and women in Idaho. And I think those are the kinds of questions that I hope that you will address for me to help me formulate an opinion on what we should do, what's in the best interests of all the people in this state with respect to this legislation.

I think that the governor and senior senator certainly have put a lot of time and effort and work into it, and there has been a lot of criticism of both of them for leaving other people out. I might say that the last time that we gave this a try, Governor Andrus was not in office at the time. I was involved in the action with Senator McClure to work on the last Wilderness Bill, and I thought it was an excellent compromise, but I have to tell you it didn't get very far in terms of making any headway in the legislative process. I think had things been a little bit different politically at the time it might have happened.

Jim, I note this morning that you are quite on a roll with your candidate for president having just won 22 states, and he had the audacity to say to me up here that one of the states that I campaigned for my candidate in, he did beat your candidate but Pat Robertson came in first.

Senator McClure. Just a way of saying Bob Dole is not going to send Steve Symms out to campaign for him.

Senator Symms. We had a lot of fun about this thing, and it was a very interesting political week.

But I want to make just a brief statement, if the governor and Senator McClure would indulge me for just a moment, about where we are.

The withdrawal of Idaho lands for statutory wilderness designation has been a long and controversial topic in this state, and it should be because it affects the lives of each and every one of us who live here. The heart of the debate lies in the Wilderness Act passed by the Congress in 1964, a statute enacted almost 25 years ago, as Jim mentioned earlier. And the thrust of that law has been described as man apart from nature, the idea that the environment is better when man is absent from it. That's the concept that influenced and shaped the government land management policy more than any other with respect to wilderness.

Now, today we are trying to conclude what to do with 9 million acres of Idaho forest lands that are now managed for the mere possibility that they might some day come under the restrictions of the 1964 bill. So that's really the crux of what the problem is. There is 9 million acres of ground out here, which is a huge, huge amount of land that is now being managed as a wilderness. And that's really what's at the heart of this bill.

As all too often in the Congress partisan politics pretty much dictated the substance of the 1964 Wilderness Act. The bill was started in the United States Senate as a legislative proposal sponsored by Senator George McGovern and Senator Hubert Humphrey, the late Hubert Humphrey of Minnesota, among others. It passed the Senate only after intense debate, and among the bill's opponents from my review of the Congressional Record were Senator Barry Goldwater of Arizona and Senator Len Jordan of our own State of Idaho.

On September 3, 1964, President Johnson signed the Wilderness Act into law. Among the five other bills that he signed that day, one was entitled, and I quote, "A bill authorizing 53 million dollars for the construction of a dam on the lower Teton River in Fremont County, Idaho." In my opinion, with the combination of signing the Wilderness Act and the Teton Dam bill, September 3, 1964, may go down as the most infamous day in Idaho history.

Few people understand what the Wilderness Act man apart from nature philosophy really means. Some hold the misconception that statutory wilderness somehow promotes recreation and tourism. To the contrary, the Congressional Record clearly shows that the sponsors of the Wilderness Act of 1964 saw the bill as a way of reducing recreation, and I'll repeat, a way of reducing recreation on government lands. The act itself defines wilderness as an area where man, the earth, and its community of life are untrampled by man or man himself is a visitor who does not remain.

The Forest Service recreation statistics show that indeed statutory wilderness is very effective in terms of keeping man out. In the last decade wilderness visitor days have never risen above 5½ percent of all National Forest recreation. In fact, the latest statistics show that in spite of the large increases in total wilderness acreage, recreational use of wilderness actually has declined 6 percent in 1986. During the same time campground, developed site, and special use recreation all increased. Of the Forest Service six main classifications of recreation use, wilderness usage has been dead last in every year since 1964.

The regulations that accompany wilderness designation make it very clear that the intent of wilderness is not to provide recreation.

How many of you know that the informational signs are prohibited in wilderness areas? I was shocked one day when visiting the Snake River in the area which has been designated as wilderness on a recreational river to be told by the person I was with that they had to take the sign down along the river that used to show the visitors that got on the river where Chief Joseph crossed the river and made the famous crossing with over 4,000 people of the Nez Perce Tribe and all the livestock, an incredible historic logistics move to get those people across the river with all their livestock. And yet because it's in a wilderness area now, the sign had to be removed so the young people in Idaho in the future won't know where that historic event took place unless somebody can tell them by word of mouth.

A contest such as test of physical endurance, foot races, canoe and boat races, competitive trail rides and survival tests are not permitted in wilderness areas. Federal regulations prohibits any facility in the designated wilderness for the comfort or convenience of visitors. And I compliment the authors of this bill for trying to have some special uses allowed in wilderness that have not been allowed in other wilderness legislation, and I hope that we'll be able to keep those special uses allowed in the bill, because I think it is the one bright spot that I see in some of the legislation.

Did you know that federal regulation prohibits any facility or improvement in designated wilderness for the comfort or convenience of visitors? In fact, Item A of the Federal Wilderness Recreation Regulations suggest that the federal land managers reroute primary transportation away from popular tourist attractions. I don't think many of the Idaho fishermen probably realize that a potential increase in the number of fishermen in an area may prevent the stocking of fish in wilderness streams because that may cause more fishermen to come to the area and more use of the land. And one of the comparatively recent regulatory decisions that bicycles and hang gliders are mechanical modes of transportation and are therefore illegal in the wilderness.

The Wilderness Act of 1964 was never intended to be a means of encouraging recreational use of government lands. Unfortunately the Act's philosophy of man apart from nature has even more devastating effects on Idaho than just to dampen our recreation and limit opportunities for tourism. Idaho is dependent on multiple use of its lands. In a very real sense new wealth comes out of a hole in the ground, the forests, the farms, the fish out of the ocean and minerals out of the mines. The goods and raw materials that allow a service sector to exist at all must first be produced from the rock, soil, forests and streams. We as a human race virtually live off of our land and in Idaho two out of every three acres of that land belong to the U.S. Government.

I was given a button yesterday by a man in Nampa that said Welcome to Idaho, Property of the U.S. Government. That is why what the U.S. Government does with this land is so important to all of us in this state, and it's why the Wilderness Act's philosophy so violently conflicts with so many of you who are here today and the attitudes of most people in Idaho. For example, the view that man is an intruder on public lands runs directly against the grain of Idaho cattlemen, sheepmen; modern range requires the grazer to be an integral part of range protection, use, and improvement, and he must not be an active player in the ecosystem, not a visitor who does not remain, to quote the Wilderness Bill.

Even when grazing rights are grandfathered, the tone in the Wilderness Act implies that cattlemen and sheepmen don't belong there and that the tone comes through the regulations and restrictions placed on the grazers. Those who make their living in silviculture, the wood products industry, are placed in an even greater disadvantage by large wilderness enactments. As more and more forest acreage is removed from the timber base, the timber supply must come from a smaller and smaller number of acres. This produces two possible results: No. 1, the remaining forests will be over cut, which is a violation of the sustained yield requirements of the law; and, No. 2, the volume of timber cut must decline. In the latter case, that means we have to close the mills and jobs are lost.

Unfortunately, the availability of the productive forest land is already in jeopardy even without further wilderness enactments, without some final pronouncement by Congress as to how much wilderness should be designated.

In Idaho, as I said earlier, 9 million acres of current roadless forest land will remain unavailable for timber use if nothing is done unless it goes through the long, slow, laborious process of the court system. Now, it's that what prompted those in the Congress to try to resolve this issue, and we have been trying for many years. I can remember as a member of the House Interior Committee when the Frank Church River of No Return Bill was passed, I had an amendment then and tried to pass it in the House but couldn't get the votes to solve the whole question in Idaho at the time so this issue would be resolved. We never have been able to get enough votes to solve it the way most people in Idaho would like to have the question solved. And that's a political reality that we face in the Congress.

So enacting over a million and a half more acres of statutory wilderness and partially releasing the remaining roadless areas and providing some firm direction for management of special areas in hopes of resolving certain resource use conflicts, that's the whole purpose of the legislation. And I know my colleague, Senator McClure, has taken a lot of criticism for his efforts in this bill, and the governor likewise has taken criticism for their efforts, but I do believe that we do have to look at the bill and try to see what the merits are of it and see if there are some areas that can be specifically fixed to make it livable.

If not, the alternative, of course, is to go back to the forest plans and do these things on a forest land by forest land basis, and I think that I want to come back and say that my interest is what—and I am reserving judgment on this bill until I hear what people in Idaho have to say about it, but I hope that you will address the question of what's in it for the working person in the State of Idaho, you know, are we really going to gain by getting 7.5 million acres released to multiple use and is it worth the trade-off to sacrifice the use of another million and a half acres of land. And I have to say that from my philosophical bent wilderness is a commitment to Idaho resources which does no value to anyone other than in the psychic profit of thinking that there is someplace up there that is untrampled, which doesn't have a great deal of appeal to me, but I know that it does to others.

So I would hope that you would address that question to give us guidance and tell us specifically where areas are going to interfere with your lifestyle if you have a specific area in the Palisades or Bear Creek or in the Mallard-Larkins or wherever it is of what we need to do with the bill and what can be done here and how much can be done to change it, because the governor has people on one side beating on him to say put more wilderness in and Senator McClure has people beating on him on the other side saying to put less in. And I am beating on him saying get better release language so we know what is released is actually multiple use, and I think these are the questions I would like to see addressed, and I hope that you will really lay it on the line here today and don't hold any punches.

Thank you very much for indulging me, Senator. I know I am not a member of this committee, but it's an issue I feel very strongly about, and I think it's probably one of the most important issues facing the State of Idaho, because things are better in Idaho right now than they were a year ago. There is almost four thousand, five thousand more jobs in the state than there were, and that's a plus. But I hope that we can resolve this question in some kind of a fashion that's acceptable to all of us. I think it would help the economy. But I don't think that we should resolve it in a situation where we give up another million and a half acres to wilderness and then end up in court on the other seven and a half million acres, and that's my concern.

Thank you very much.

Senator McClure. May I call upon Governor Andrus, please.

STATEMENT OF HON. CECIL D. ANDRUS, GOVERNOR, STATE OF IDAHO

Governor Andrus. Senator McClure and Senator Symms, I appreciate you permitting a nonmember of Congress to sit in on the hearings and particularly because of our work on this, I appreciate it and I would hope that you take my gratitude back to Chairman Bumpers for his willingness to not only help us in making hearings available to the people of the State of Idaho but in adjusting other hearings scheduled in a way that make it possible to be here.

Ladies and gentlemen, it has been a long road and the statement that you just heard from my friend Senator Symms indicates that there truly are several sides to this issue. I cannot subscribe to some of the comments I heard him make and have not and will not, and it's just a pure example that there are many uses of the public lands out there that have to be represented, and it's not easy. We started out from—we had proposals all the way from 526,000 acres of land to about 6 million acres of land that should be set aside for wilderness. Both sides I thought were equally flawed. But in order to put this very divisive emotional issue behind us so that we can recognize that Idaho can go forward and our economy will not be paralyzed, I think it's better that we do it. If the Senator and I had started out to draft a Wilderness Bill in behalf of or for the conservation environmental community, it would not have been this bill. If we had set out to direct one for the cattlemen's association, it would not have been this bill. Or had we set out to draft one that was acceptable to the timber industry, it would not have been this bill. It is a true compromise.

There are economic benefits to be derived from a wilderness area. I would submit to you that in Salmon, Idaho, or any other place that a person cashes a pay check as an employee of an outfitter and guide, it's just as welcome in a grocery store as a person who cashes a pay check from the local sawmill or those people who tie a Royal Wulff on a Size 16 hook and sells it to the local sporting goods store, that's a contribution to the economy. So you can see that we do have a very divisive issue before us.

Jim McClure and Cec Andrus tried. The product of our labors may not be perfect but it's before you for your comment. I will not belabor the point by taking any more time, Senator McClure, but I would just urge the people to show us the error of our ways, if in fact there is an error. But I would echo what Senator McClure has said. His statement was a very accurate statement of what we have been through. I would say to you, those of you who have a single special use or a tunnel vision approach to the wilderness issue, take a look at what you would be willing to do to compromise to get this issue resolved and behind us so that we can, as Senator Symms said, determine what we are going to do with the balance of these 9 million acres, what will be wilderness and what will be the other management schemes. It is very important that we do this. If we do not do it, in my opinion you are going to be looking at another situation, the same thing that Judge Green did to the telephone system of America, and that's been an absolute expensive disaster, and I don't want to see that happen to Idaho.

Senator McClure, enough from me. Thank you for permitting me to participate in these hearings, and I look forward to today.

Senator McClure. Thank you very much, Cec.

Now I'll call upon the first panel. As those of you probably know, we tried to establish panels during the morning session that represent elected officials and governing bodies of counties and cities as well as of the state, extended to elected officials and boards the opportunity to testify. And we will hear from those groups and the representatives of organized constituent groups throughout the state during the morning, and then turn to individual testimony this afternoon.

On the first panel we have Wylie Snarr, Bonneville County Commissioner; Arnold Kunz, Teton County Commissioner; Jim Siddoway, Fremont County Commissioner; Louie Demick, Lemhi County Commissioner; Mr. Larry Ghan, Clerk of Bannock County; and Councilman Bill Vanderbilt of Ketchum; and representing the Sho-Ban Tribe, Marvin Osborne. I would suggest that those members of the county commission take this table. There are, I think four. And then the others take a seat at this table. As they are taking their seats at the table, I wonder if members of Panel No. 2 would come down to the front row, if they are not already there, representatives of commercial user groups on the public lands: Mr. Jim Dickinson, Louisiana-Pacific; Mike Welling of the Idaho Forest Industries; Frank Beitia of the Idaho Wool Growers Association; Dale Pierce, Idaho Cattlemen's Association; Duncan King, Stauffer Chemical Co.; Randy Foutch, Anschutz Corporation; and Dick Marshall, Idaho Water Users Association.

Members of the panel, I would suggest that your entire written statement will be made a part of the record and will be read by members of the committee and others who are interested, and I would request that you limit your oral testimony to no more than five minutes. And that's kind of a harsh rule in some respects, but we will never get finished today unless we follow some rules. As a result, we have a timer, a bell will go off and a light will come on, and I would request you to stop talking when you come to the end of your time.

Wylie Snarr, the first witness.

STATEMENT OF WYLIE SNARR, COUNTY COMMISSIONER, BONNEVILLE COUNTY, IDAHO FALLS, ID

Mr. SNARR. Senator McClure, Governor Andrus, I appreciate this opportunity to take part in this hearing this morning. I did want to relate some of the feelings that have been related to me, as I serve on the public lands steering committee for the State of Idaho, and also for the western region and the national steering committees.

We have a great deal of concern, and these are the reasons why. Our communities and governments and schools depend heavily upon the revenues derived from land-based industries such as timber, mining, agriculture, to generate funding for education for our youth and for basic public services. From Idaho's 1986 mineral receipts the schools receive $3,474,418.50, or 90 percent, and the counties' road and bridge departments and highway construction receive $386,046.50, ten percent. From the 1986 timber receipts the schools receive $2,248,402, or 30 percent of the total. And the counties' road and bridge departments and highway districts receive $5,246,271, or 70 percent.

More wilderness will have a deleterious effect on funds generated from utilization of these lands that the counties, highway districts, and schools depend upon. Wilderness classification of our public lands destroys job opportunities and timber production, harvest, mining activities and agricultural pursuits such as livestock grazing. Losses are also suffered by workers who supply projects from raw materials and who produce goods and services. Loss of their jobs would be a great cost to the present and future generations. Property owners and local elected officials in twelve western states where large percentages of land is owned by the federal government are very concerned. Just the economic impact that noxious weeds have on our economy and the loss from the noxious weeds in farm crops is estimated at 500 million dollars annually in the State of Idaho, and problems of noxious weeds control increases because we receive very little assistance from the United States Bureau of Land Management, Forest Service, and Fish and Game, who manage public lands. The noxious weed problem has not been addressed by the coalitions or environmental groups pushing for more wilderness.

We have been informed that some wildlife in our areas has brucellosis, a disease that could cause problems with cattle herds and could spread to other states. We are also concerned about the reintroduction of the wolf population if this proposal is set in place. If such a proposal is made, it would not be too many years before we see the next step, which would involve a substantial reduction in hunting, plus reduction and restrictions in outfitting, backpacking, pack trips, and elimination of grazing, timbering, and mineral development. We foresee a wide spectrum of problems in our state and our neighboring states. None of these items that we are aware of has been addressed and plans have been submitted to add another 1.4 million acres to the 4,815,000 acres already designated as wilderness in the State of Idaho. Idaho already has more wilderness than any other state in the lower 48 according to size and population.

Present National Forest management plans lack objective criteria and standards for determining whether or not the qualifying needs for lands presently designated as wilderness has been met because only 6 percent of National Forest recreation presently takes place in 18.6 percent of Idaho's National Forest lands already designated as wilderness.

Senator McClure. Thank you, Wylie.

[Applause.]

Senator McClure. We will next hear from Arnold Kunz.

STATEMENT OF ARNOLD W. KUNZ, CHAIRMAN, TETON COUNTY COMMISSION, VICTOR, ID

Mr. Kunz. Hon. Senator McClure and Senator Symms and Governor Andrus.

I would like to say that I am totally against any more wilderness in the State of Idaho. We are experiencing difficulty in our economics in the Teton valley. We have a great amount of wilderness on the east side, which has shut out the east side. Now the south side, if we get Palisades into the wilderness, we will be shut out there. We turned loose of the Garns Mountain Country and everybody will be—well, I'll go ahead. I am totally against more wilderness in Idaho. I am over 70 and I have used these areas proposed for wilderness all of my life. I don't believe we ever hurt anything, now I am totally shut out. I like to snow machine or use a four-wheel drive. When you get older or crippled so you can't walk, you are shut out of the mountains. If Garns Mountain is the only place open, it would be like Grand Central Station. When we could go in all the mountains, few people chose the same place. But when we are all forced into one area, it will be ruined.

We have an example of that right now. The Forest Service and Bureau of Land Management closed the trails in the west end of the Big Hole Mountains. It seems that most of these people are careful of their responsibilities to watch over their areas. Why are we letting a few people do this to us. The only one allowed in wilderness is a select few, and I am not sure they are legal. I am thinking about Waffle Stompers when you start to go back to primeval areas. I have enjoyed the beautiful place we live. I think it is the most beautiful place on earth. Why can't we let the people that want all wilderness go where it is instead of ruining everything that we have?

I think the mountains belong to everybody, not a select few who don't want anyone else to enjoy them. The old people, the crippled, and the young should have the same privileges as a few people who look down on the meadows and canyons. I realize we are late getting started but I hope that we can stop any more wilderness at least in East Idaho. All we ever hear is about the people in the logging business. This is not the people that are getting it in the wilderness, it is getting everybody but a select few out of the mountains.

You can see what would happen if you put the sheep in a large pasture, you can see what would happen if you put ten sheep in a large pasture. You would hardly see where they had been. If you put 100 in a pasture, you could still live with it. But if you put

10,000 in, you would ruin it. This is what will happen to Garns Mountain. If you put it in wilderness, it will either be made useless to us or we will be shut out of it.

I was in the Middle Fork of the Salmon River country about fifty years ago, and the mountains were beautiful, grass and deer. The deer were like sheep they were so plentiful. No one enjoyed hunting, everyone was allowed two deer, but they were not held in check. They overgrazed the grass, and then the gophers came in and literally plowed the ground and the deer starved to death. When I went back, the erosion was bad. There was very little grass, gullies were washing, there was a lot of erosion. And this is what can happen when the game gets out of control, and this could happen in the wilderness.

I thank you.

[Applause.]

[The prepared statement of Mr. Kunz follows:]

OFFICE OF
EX-OFFICIO AUDITOR AND RECORDER
CLERK OF THE DISTRICT COURT
CLERK OF THE BOARD OF COUNTY COMMISSIONERS
TETON COUNTY
DRIGGS, IDAHO 83422

March 11,1988

The Honorable(s):
Senator James McClure
Senator Steve Symms
Governor Cecil Andrus

Re: Idaho Wilderness Proposal

Dear Sirs:

We have the Jediah Smith Wilderness that is hurting our economy. Governor Andrus told us at the Summitt Conference to look at what we have to help our economy. We will lose that with the wilderness.

I am TOTALLY against more wilderness in Idaho. I am over seventy and have used these areas proposed for wilderness all my life. I don't believe we ever hurt anything, now I am being shut out. I like to snowmachine and use my four wheel drive. When we get older or crippled so you can't walk, you are shut out of the mountains. If Garns Mountain is the only place open it will be like Grand Central Station. When we could go in all the mountains very few people chose the same place but when we are all forced into one area it will be ruined. We have an example of that right now. The Forest Service closed the trails in the west Big Hole Mountains. It seems most of these people, the forest managers, are careful with their responsibilty to watch over their area. Why are we letting a few people do this to us. The only ones allowed in wilderness is a select few and I am not sure they are legal. I have enjoyed the beautiful place we live. I think it is the most beautiful place on earth. Why can't we let the people that want all wilderness go where it is instead of ruining everything we have?

I think the mountains belong to everyone, not a select few who don't want anyone else to enjoy them. The old people, the crippled, and the young should have the same privilege as a select few who can look down on the meadows and canyons. I realize we are late getting started but I hope we can stop any more wilderness at least in Eastern Idaho. All we ever hear about are the people in the logging and mining business. This is not the people they are getting. The wilderness is getting everybody, but a select few, out of the mountains.

You can see what would happen if you put ten sheep in a large pasture. You would hardly see where they had been, if you put one hundred in the pasture you could still live with it, but put ten thousand in and you would ruin it. This is what will happen to Garns Mountain. They won't have to put it in wilderness, it will either be made useless, or we will be locked out of it.

I was in the Middle Fork of the Salmon River abour fifty years ago, and the mountains were beautiful with lush grass. The deer were like sheep, they were so plentiful no one enjoyed hunting. Each person was allowed two deer, but they were not held in check. They overgrazed the grass, then the gophers came and literly plowed it. The deer starved to death. The last time I was there the mountains were bare, the erosion was terrific, little gullies and washes all over. This can happen in any area that people are locked out of. The forest people have done a good job of management.

Thank You,
Arnold W. Kunz, Chairman
Teton County Commissioner
Arnold W. Kunz

Senator McClure. Thank you very much.

We will next hear from Jim Siddoway.

STATEMENT OF JAMES SIDDOWAY, CHAIRMAN, FREMONT COUNTY COMMISSION, TETON, ID

Mr. Siddoway. Hon. Senator McClure and Governor Andrus, and I will include Senator Symms in that same statement.

I appreciate the opportunity to give testimony on the proposed additional wilderness designation for the State of Idaho.

First, I am a firm believer in the multiple use of our public lands. As more of the public lands are designated wilderness areas, I can see the economic resources of the State of Idaho diminishing. Idaho is one of the twelve major public lands states where 92 percent or about 729 million acres of the nation's public lands are located. It is apparent with this amount of public lands in the state that emphasis needs to be put on multiple use.

I feel that we have a totally different situation in our state in relationship to the public lands of Eastern Idaho. In essence federal legislation as it relates to Idaho is a no cost vote. As a result of this, the citizens of the State of Idaho who depend either directly or indirectly for their livelihood through the wise use and management of the public lands in Idaho will be the loser in this withdrawal and no use policy of our public lands. In my county, of which I am a commissioner, we depend heavily on the use of public lands.

As more lands are withdrawn or designated wilderness it creates a greater burden on local governments and schools to try to fund alternative means of revenue. Wilderness classification of our public lands destroy job opportunities in timber production, harvesting, mining activities, recreation and agriculture such as livestock grazing. The origin of the waters of the Snake River basically start on these public lands. As most people know, the Snake River is the life blood of this part of Idaho and if this land has restrictions or wilderness designations put on it, the control of noxious weeds, which are a great threat to the agriculture economy of the State of Idaho, would be virtually impossible. With the irrigation water originating on these lands we need to be able to control the weeds and other problems relating to agriculture.

The fact that Idaho has some economic problems at this time cannot be emphasized enough. It has come to my attention that the Anschutz Corporation, an oil exploration entity, holds leases in the proposed wilderness area of the Palisades. With the potential of a great economic benefit of this area, producing oil of which half of the royalties going to the State of Idaho, I would hope that this exploration would be allowed to go forth. The positive economic impact of this would be a tremendous boost for all of Southeastern Idaho. This corporation has been in the areas for several years. They have proven to be good citizens and good neighbors. Let's give them the support that they need to proceed with this economic benefit.

I feel that none of the problems I have mentioned have been addressed in the proposal to put another additional 1.4 million acres in the wilderness classification in the State of Idaho. Everyone who has worked with the public lands is aware of the fact that Idaho already has 4,815,000 acres in wilderness designation which is more than any other state in the lower 48. Again I go back to the fact that this is a no cost vote to the nonpublic land of the eastern states.

I appreciate the fact that there isn't anyone who gets everything they want in a situation of this magnitude. We have just settled a very controversial problem, namely the Hamer-Egin road. There wasn't anyone who got everything they wanted, but we came up with a compromise that everyone can live with.

One more subject I would like to address is the payment in lieu of taxes to local governments for federal lands in their counties. I am very grateful to Senator McClure for the support he put forth on this. It has meant survival for many small and sparsely populated counties.

I would also like to commend Governor Andrus for standing firm on his decision and not giving into the conservationists who claim to have elected him to office.

I ask that the concerns of the people of the State of Idaho, who need the multiple use of public lands, be addressed before final legislation regarding the wilderness designation is put into place.

I would like to thank both the Senator and the Governor again for the opportunity to testify on this very important subject. I hope that it can be brought to a successful conclusion.

Senator McClure. Thank you very much. We will next hear from Louie Demick.

STATEMENT OF LOUIE DEMICK, CHAIRMAN, LEMHI COUNTY COMMISSION, SALMON, ID

Mr. Demick. Senator McClure and Governor Andrus, I appreciate your letting me speak here today.

You well know, since Idaho is one of the twelve major land states where 92 percent of the nation's public land is located, Idaho's economy depends highly on the multiple use of these public lands. As you well know, the communities, local governments and schools depend heavily upon revenues from the sale of timber, mining, and agriculture to generate moneys for these three entities to survive.

If more wilderness is put in, most of the funds that counties, cities, local road and bridge departments and schools depend on will decrease.

Also there is another thing that I am against is in section 307, dealing with land acquisition. I strongly believe that the federal government should not be allowed to purchase private lands in the counties, as it takes away from the tax base. The counties desperately need to collect these taxes in order to take care of the mandates set down by the Federal and State governments and also to take care of the services of the people of our counties.

Idaho should have a multiple use concept, so we won't lose the jobs in such industries as timber, mining, recreation and agriculture.

Reading the proposed Wilderness Bill, I noticed that only part of Lemhi County, near Dubois, is to be classified as new wilderness, but I still believe that less wilderness and more multiple use concept is better for Idaho.

Also, if the Forest Service plan is to coincide with the Wilderness Bill, it should state that there will be a certain amount of board feet of timber sold in each forest throughout the State of Idaho, instead of stating it will only offer timber sales.

Another issue I as a county commissioner am concerned about is the noxious weeds that come off the national lands that cause millions of dollars of damage to the agricultural base in Idaho. The counties are by law required to get rid of all noxious weeds in each county, but nothing is done about the problem of state and federal lands, which is where most of the noxious weeds come from.

Wilderness is for the few and not for the majority and, therefore, I think it is discriminatory. If we must have a Wilderness Bill, then it should be reviewed every 15 or 20 years and not set in concrete, because some of these lands may be used in a better way than what it is placed for in the Wilderness Bill. I strongly believe that the people, especially the Easterners, have no concept of what wilderness is all about or what it does to the economy of the area it affects. Thank you.

[Applause.]

Senator McClure. Larry Ghan.

STATEMENT OF LARRY GHAN, CLERK, BANNOCK COUNTY, POCATELLO, ID

Mr. Ghan. Thank you, Senator McClure and Governor Andrus for the opportunity to present my views before you today.

I congratulate your effort to achieve balance and fair play concerning Idaho wilderness. I concur with you that the seemingly endless debate over wilderness and it's meaningful solution should be put behind us. I do believe that it's very important that some changes be undertaken with your colleagues in the House to assure just, reasonable, and timely resolution. Such flexibility and modification would best achieve the balance and the fairness that we all desire.

Unfortunately the proposal before us in its present form has some problems, combined with the basic take it or leave it attitude exemplified in this Senate version hardly embraces the concepts of fairness and balance. Flexibility and legal relief which this proposal represents in its bypassing of critical environmental and health law in my opinion is very poor lawmaking as a procedure and in the precedent that it would probably set for the future.

I feel supportive to the concept establishing wilderness areas close to the population centers. This will continue to enhance national habitats for birds, animals, and fish, but for families and people to enjoy them more often.

I do question also the thin substance and weak review process encased in the 1988 Idaho wilderness proposal. I am concerned about the special areas provision of this bill, which seems to not interlock well with other wilderness recreational aspects of this proposed legislation. There seems to be principle conflict with watershed, fisheries, and game habitat particularly as related to our elk herds in the affected areas.

My concerns are specific for the following three areas: First, that our state's watersheds, fisheries and wildlife habitats be protected and fostered. It is not enough that we have ample water supplies but that the quality of the high country water be protected for human populations downstream. In conjunction with this lies the vital need of fisheries that Idaho's wild country nurtures for the whole northwest.

Second, we need to recognize the importance of quality and diverse recreational opportunities in our state which can be enjoyed and utilized in the long run for generations of people of all interests. I would suggest that the core of this concept is strong wilderness and multiple use areas which interact in a mutually beneficial manner.

Third, any contemporary questions addressing Idaho outdoors has to deal with the reality of the vitality of our economic future. Clearly economic development, its planning and evolution are a serious concern in these times. As a local official I recognize such things as we talk about today are the various views that affect the financial realities of our business community, working people and state and local government. Unfortunately there exists unneeded conflict between the viable local government concerns and those equally viable wilderness recreation needs.

The reality that we in local government are faced with have to do with increased demands for services while our general financial position stagnates and erodes. Consequently there exists a misplaced fundamental belief that to be for enhanced wild country recreational opportunities is to be automatically anti-jobs and business, along with reputing the need for a strong, viable local tax base. I believe such is not necessarily the case. The present funding formula for counties sets up this situation inadvertently. Clearly local officials need to address these legitimate concerns. Certainly, though, we should be able to do this in a context of a changed dialogue which recognizes that local governments are impacted by recreation and should receive direct compensation through tourist trade dollars which flow into Idaho every day. Presently we don't. Such offsetting revenues could not only serve to bolster county revenues but broaden and enhance our financial tax base significantly. It seems to me that we could eliminate the dialogue which asks us to sacrifice one of our primary economic futures, Idaho wilderness, for short-term narrow and limited gains.

Clearly these issues are not isolated to a few individuals or groups but affect us all now and for future generations. Your decisions from these hearings and the eventual legislation achieved will have significant importance to those generations yet to come. I urge that you consider the modifications I have suggested today and that you work responsibly with Congressman Stallings toward a workable, fair-minded solution. I would hope that you would not forget the responsibility that you, Senator McClure and you, Senator Symms, carry in helping to resolve these concerns, that you have an opportunity to determine what will happen with much of our priceless Idaho heritage. The opportunity is yours to resolve the concerns expressed today with solid and fair-minded legislative direction for our state and for our people.

Thank you.

Senator McClure. Thank you.

[Applause.]

Senator McClure. Bill Vanderbilt.

STATEMENT OF BILL VANDERBILT, COUNCILMAN, KETCHUM CITY COUNCIL, KETCHUM, ID

Mr. Vanderbilt. Senator McClure and Governor Andrus. My name is Bill Vanderbilt. I am a city councilman from the City of Ketchum. I have a lot of respect for what my colleagues on this panel have said today because it strikes me that they have spoken very well for the needs of their own constituencies and their local areas. However, my constituency in Ketchum is much opposed to the McClure-Andrus Wilderness Bill, at least in its present form. Without significant additions of land in Smoky, Pioneer and Boulder-White Cloud Ranges, we really don't feel that this bill satisfies our very real economic needs.

The reason for my opposition to this is very simple. It has nothing to do with saving trees or an irrational hatred of motorized vehicles. In fact, we support ORV use in our area as an additional way to attract visitors.

Our opposition to the bill as it now stands is based entirely on simple economic reality: Our economy is currently dependent on seasonal tourism and thus it is unstable as the seasons themselves, which, as you all know, lately haven't done us any favors. Designated wilderness, on the other hand, is a constant factor that will attract both short-term visitors and long-term residents who place a high value on the quality of life.

I must strongly disagree with Senator Symms in his statement that wilderness does not create economic benefits. The economic benefits of wilderness to rural areas has recently been documented in a study by Professor Gundars Rudzitis of the University of Idaho at Moscow. In this 1987 study the data overwhelmingly indicate that rural areas adjacent to federal wilderness have approximately twice the growth rate and a significantly more stable population and economy than similar rural areas nationwide. This growth and economic stability is not based on seasonal tourist impact alone but is primarily due to people choosing to move to and stay in these areas to live and work for quality of life reasons.

The primary commodity our area has to sell is quality of life and the most marketable portion of that quality is wilderness, federally designated legal wilderness, not defacto wilderness. We cannot market defacto wilderness any more than the timber companies can market the poor quality of trees in our area or the mining companies can market the lack of minerals in our area.

To be specific for a moment. In the Pioneers all parties agree that there are no conflicts with industry or ORV users. We would like the Fall Creek and Standhope Peak areas included as wilderness—it's on the east side of the Pioneers—because of their popularity with hikers and nonmotarized users.

In the Smoky Mountains there is no wilderness designated in the current bill at all, based largely, as I understand it, on the argument that this area has a history of backyard motorized use by urban residents in the southern part of the state. In fact, the

Smokies are in our back yard, not that of Boise or Twin Falls, and, in any case, there is ample area outside of the Smokies closer to Twin Falls and Boise that is much more suitable for ORV use. More importantly, however, the Smokies are vital to our economy as part of the larger Sawtooth Wilderness.

The roughly 450,000 to 500,000 acres of Boulder-White Clouds form the largest unprotected roadless area left in the contiguous 48 states. This area is not just in our back yard, it is literally our back steps, and yet only 100,000 acres in this area and no acreage in the Boulders at all are included in the bill.

Allowing a motorized corridor through the heart of the White Clouds and Germania Creek area is also part of the bill. The governor's office has stated in conversations that a defacto wilderness on the east side of the White Clouds was considered adequate protection because there are basically no valuable timber or mineral deposits in this area. Again, we cannot sell defacto wilderness, it just doesn't work. They have also stated that the main reason for leaving the Germania Creek corridor open for motorized use is for access to surrounding wilderness. If access is the primary concern, then dead-end roads in from each side would provide plenty of access while leaving the core of the area intact. If ORV use is the primary concern, then Forest Service use figures should be taken into account. These figures show that in 1987 only 8 percent of visitor use in the White Clouds was motorized. Furthermore, even if the entire 450,000 acres of White Clouds were designated as wilderness, only 152 of a total of about 1,500 miles of ORV trails would be closed. That leaves about 1,300 miles of ORV trails for 8 percent of the users in that area. I think that's plenty.

Since there seems to be little or no disagreement that the Smoky, Pioneer and Boulder-White Cloud Mountains have little or no mining or timber value, and since Forest Service user data show very few conflicts of recreation use, we would strongly urge the Bill's sponsors to significantly increase the amount of designated wilderness in these areas. A tripling of wilderness acreage in our area in Central Idaho, which is roughly what we are asking for, probably sounds excessive. But, as I said at the start, this is not a knee-jerk request based on vague or idealistic goals. The growth and stability of our economy will increasingly depend on becoming the gateway to the biggest concentration of designated wilderness in the west. Our request for increased wilderness is based on very real economic needs in an area with very few conflicts with wilderness designation, an area where wilderness itself is the primary economic resource.

Senator McClure. Marvin Osborne.

STATEMENT OF MARVIN OSBORNE, CHAIRMAN, SHOSHONE-BANNOCK TRIBES, FORT HALL, ID

Mr. Osborne. Thank you, Senator McClure and Governor Andrus. I am Marvin Osborne, Chairman of the Shoshone-Bannock Tribal Council.

The Shoshone-Bannock Tribes are vitally concerned that Idaho's federal land be protected from adverse impacts as a result of poorly planned, poorly implemented and inappropriate roading, mining and timber harvesting. Whether that protection is afforded through designation as wilderness, or through effective forest management stipulations, is of lesser importance than that to be protected.

As the Idaho Forest Management Act appears now, it neither provides adequate wilderness designation nor does it provide adequate measures in the special management areas to protect Idaho's vast wildland resources and the fish and wildlife dependent upon them. The bill would abrogate the public participation provisions of the National Forest Management Act, and nullify the Forest Service's planning process. It would unduly infringe upon the treaty-guaranteed hunting, fishing and gathering rights of the Shoshone-Bannock Tribes; and the bill adversely affects the regional efforts to restore fish and wildlife in the Salmon River basin under the Northwest Power Act.

The bill's special management language is taken directly from the forest management plans for the Clearwater and Payette National Forests. The Clearwater plan has been appealed because it fails to protect valuable fish and wildlife resources. The final plan for the Payette, when it is released, will also likely be appealed for similar reasons. Adopting sections of these plans effectively makes law out of portions of forest plans that are or will be under appeal. Not only do we lose important fish and wildlife habitat through weak and unenforceable special management provisions, but our legal right to public participation in the forest planning will have been abrogated.

Special management provisions proposed for the South Fork of the Salmon River pains us particularly. As you'll recall, roading and logging in the late 1960's, followed by heavy rains and enormous sediment flow, devastated the South Fork's Salmon fishery. The one-mile-wide no-timber-cut corridor is only the first step to fully protecting the South Fork. This must be extended to major tributaries in the drainage.

Relying on sediment removal and monitoring to protect the river is unacceptable. Not only are there no proven sediment removal methods for a river of that size, but the sediment removal activity itself will adversely impact the river. Relying on monitoring to halt timber harvesting activities in time to prevent damage is equally absurd. It is unlikely that limited Forest Service budgets will allow adequate monitoring. Most importantly, it is possible that the monitoring of timber harvest activities taking place during the dry summer months might reveal no sedimentation problems and the project is allowed to proceed to completion. However, the first freshet that occurs or heavy spring run off could cause major unforeseen sedimentation problems. The damage will already have been done in spite of monitoring.

One of the most significant and disturbing provisions in the bill is the apparent intent to have Congress abandon prior and paramount federally reserved water rights long established and recognized by Congress and the Supreme Court. The whole reason for the federally reserved water rights doctrine is to protect the water rights necessarily to fulfill the federal purposes from state law appropriation. The implied intent of the bill is to vest control over these waters in the State of Idaho to enable it to disregard the needs of wilderness areas in accommodating agricultural and other consumptive uses. It would seem to us the whole purpose of designating wilderness areas would be defeated without viable protection under federal law.

We find it inconceivable that the state officials would propose to designate wilderness areas in the state and yet deprive these areas of any water rights except for those acquired under state law. This provision should be stricken from the legislation.

In other matters, placing the burden of supplying timber supposedly lost as a result of wilderness designation on a single Forest Service district defies comprehension. Not only does creation of the Bonners Ferry special management area for the purpose of producing 40.5 million board feet annually circumvent the Forest Service's planning process as set forth by the National Forest Management Act, but it cannot be justified economically or silviculturally. Such political manipulation of federal legislation designed to provide sound forest management and public participation is unacceptable.

The bill provides inadequate wilderness protection, leaving obviously high quality wilderness areas, and critical fish and wildlife habitat out. In Central Idaho alone nearly a million acres were inexplicably excluded from wilderness designation, despite strong local support, important fish and wildlife habitat, little or no resource conflicts, and positive economic benefits.

Taken collectively, the negative aspects of this bill are overwhelming. Not only are we faced with the abrogation of public participation in resource management planning, but we are faced with the unprecedented incursions on the National Forest Management Act as well as the Wilderness Act.

Native Americans would be particularly adversely impacted by passage of the bill in its present form. The Shoshone-Bannock Tribes have treaty secured rights to hunt, fish, and gather on all unoccupied federal land in Idaho. The tribes are committed to protecting and enhancing the lands on which these rights depend upon. Currently we are working on several anadromous fisheries habitat enhancement projects in the Salmon River basin.

We find the proposed Idaho Forest Management Act totally unacceptable. We urge you to carefully reconsider the bill from the perspective of protecting the character and productivity of an irreplaceable resource for the entire Nation.

Thank you for the opportunity to speak on behalf of the Shoshone-Bannock Tribes.

[Applause.]

[The prepared statement of Mr. Osborne follows:]

FOR THE HEARING RECORD:
Proposed Idaho Forest Management Act of 1988
March 10, 1988, Idaho Falls
Marvin Osborne, Chairman, Shoshone-Bannock Tribes

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As the "Idaho Forest Management Act" appears now, it neither provides adequate wilderness designation nor does it provide adequate measures in the special management areas to protect Idaho's vast wildland resources and the fish and wildlife dependent upon them. The bill would abrogate the public participation provisions of the National Forest Management Act, and nullify the Forest Services' planning process. It would unduly infringe upon the Treaty-guaranteed hunting, fishing and gathering rights of the Shoshone-Bannock Tribes; and the bill adversely affects regional efforts to restore fish and wildlife in the Salmon River Basin under the Northwest Power Act.

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Special management provisions proposed for the South Fork of the Salmon River pains us particularly. As you'll recall roading and logging in the late 1960's, followed by heavy rains and enormous sediment flow, devastated the South Fork's salmon fishery. The one mile wide no-timber-cut corridor is only a first step to fully protecting the South Fork. This must be extended to major tributaries in the drainage.

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Forest Service budgets will allow adequate monitoring. Most importantly, it is possible that monitoring of timber harvest activities taking place during the dry summer months might reveal no sedimentation problems, and the project is allowed to proceed to completion. However, the first freshet that occurs or heavy spring runoff could cause major unforeseen sedimentation problems. The damage will already have been done in spite of monitoring.

One of the most significant and disturbing provisions in the bill is the apparent intent to have Congress abandon prior and paramount federally reserved water rights long established and recognized by Congress and the Supreme Court. The whole reason for the Federally reserved water rights doctrine is to protect the water rights necessary to fulfill federal purposes from state law appropriation. The implied intent of the bill is to vest control over these waters in the State of Idaho to enable it to disregard the needs of wilderness areas in accommodating agricultural and other consumptive uses. It would seem to us the whole purpose of designating wilderness areas would be defeated without viable protection under federal law.

We find it inconceivable that state officials would propose to designate wilderness areas in the state and yet deprive these areas of any water rights except for those "acquired" under state law. This provision should be striken from the legislation.

Notwithstanding the Multiple Use Sustained Yield Act and subsequent case law which affirms and strengthens the doctrine of reserved federal water rights, the assertion of state "control" of water resources is both misguided and myopic. Neither the federal government, the state of Idaho, nor Indian tribes "control" water resources in any meaningful or productive sense. We all, to varying degrees, merely exert influence over water resources. The the extent that we exercise good judgment and practice sound management in our stewardship of water resources, our sphere of influence expands.

On the other hand, if we follow policies that are arbitrary or irrational, or if we view water allocation systems as a means of benefitting only a narrow group of interests, then our influence over water resources will dissipate. That is the choice facing the State of Idaho now. If the state uses good judgment and practices sound management of water resources, then it will continue to exert a major influence over water allocations. However, if the state continues to inefficiently manage and squander priceless water resources, and to favor consumptive water uses to the detriment of public uses, over time the state will lose its influence.

In other matters, placing the burden of supplying timber supposedly lost as a result of wilderness designation, on a single Forest Service District defies comprehension. Not only does creation of the Bonner's Ferry Special Management Area for the purpose of producing 40.5 million board feet annually circumvent the Forest Service's planning process as set forth by the National Forest Management Act, but it cannot be justified economically or silviculturally. Such political manipulation of federal legislation designed to provide sound forest management and public participation is unacceptable.

The bill provides inadequate wilderness protection, leaving obviously high quality wilderness areas, and critical fish and wildlife habitat out. In Central Idaho alone, nearly a million acres were inexplicably excluded from wilderness designation, despite strong local support, important fish and wildlife habitat, little or no resource conflicts, and positive economic benefits.

Some of the most notable areas that were completely and erroneously omitted include:

- the North Lemhi's - which provide critical habitat for elk and deer;
- the Smoky Mountains - which contain the headwaters of the South Fork of the Boise, and the Salmon River;
- and King Mountain, with some of the finest bighorn sheep habitat in the region and a rich history of Native American use.

Add to this list some of those areas whose boundaries are completely inadequate:

- the White Cloud Peaks and Boulder Mountains - which form the Salmon River watershed, and contain several drainages important for steelhead and salmon spawning;
- the Payette Country with critical habitat for anadromous fish and wildlife;
- and the Pioneer Mountains.

Taken collectively, the negative aspects of this bill are overwhelming. Not only are we faced with the abrogation of public participation in resource management planning, but we are faced with the unprecedented incursions on the National Forest Management Act as well as the Wilderness Act. The inadequate and unenforceable provisions within Special Management Areas and the failure to include high quality wilderness areas and prime fish and wildlife habitat in wilderness runs counter to the regional policies of the Columbia Basin Fish and Wildlife Program as set forth by the Northwest Power Act.

Native Americans would be particularly adversely impacted by passage of the bill in its present form. The Shoshone-Bannock Tribes have Treaty-secured rights to hunt, fish and gather on all unoccupied federal land in Idaho. The Tribes are committed to protecting and enhancing the land on which those rights depend.

Fish and wildlife are essential components of our culture. Currently we are working on several anadromous fisheries habitat enhancement projects in the Salmon River Basin. We also work closely with the U.S. Forest Service to minimize adverse impacts to fish and wildlife throughout the forest system in Idaho.

We find the proposed "Idaho Forest Management Act" totally unacceptable. We urge you to carefully reconsider the bill from the perspective of protecting the character and productivity of an irreplaceable resource for the entire nation.

Thank you for the opportunity to speak on behalf of the Shoshone-Bannock Tribes. In addition to my brief discussion this morning, I will also submit detailed analysis and comment on this bill later.

Senator McClure. Thank you very much.

Each of the witnesses has in some respect raised some challenging issues, and rather than take the time at this particular point, I don't want to get into a debate on issues, but I do want to ask one question. Mr. Osborne, I have read a great deal that has been said in the last several weeks in the report of press, and you touch on the same thing in your statement, and it concerns me. With respect to the water rights language, that the bill will abrogate federal reserve water rights, could you point in the bill to the language that concerns you?

Mr. Osborne. Well, I can't offhand point exactly in the bill itself where you are referring to, but there are a number of issues that have been pointed out in the Snake River ajudication that concerns us in terms of in-stream flow claims, fish and wildlife mitigation matters, the impact, severe impact on the Swan Falls issue. There are a number of factors that face us in terms of our negotiations with the State of Idaho. And to try and consolidate these items and kind of get people to realize and understand where we are coming from and why we bring these matters up, there are so many things and so huge and large to point out, that it's going to take a little more time——

Senator McClure. Mr. Osborne, the reason I ask that question is I don't think that language is in the bill, and yet I keep hearing it mentioned. What the bill says is nothing in this Act shall create any additional right in the federal government or affect any existing right of reserved rights on public lands. It is specifically designed to neither add nor subtract from the existing federal claims on public lands, and I take the time only because I think that's such a fundamental issue and so many people have looked at it, I am puzzled to know where people find in that language the threat which is stated that it somehow takes away, when it specifically does not take away from any existing federal right.

Mr. Osborne. Senator McClure, I believe we have some additional language that will be included in a more detailed report to you.

Senator McClure. I'll look for it. Thank you very much, gentlemen, I appreciate your testimony.

We will next hear from Panel No. 2, if you gentlemen will take your seats, and if Panel No. 3 would come down to the front row in the on-deck circle: Idaho Conservation League, Rick Price; Sierra Club, Ralph Maughan; Idaho Wildlife Federation, Karl Holte; Greater Yellowstone Coalition, Louisa Wilcox; Idaho Environmental Council, Jerry Jayne; Portneuf Valley Audubon Society, Peter Cole; and Idaho Wildlands Defense Coalition, Tom Pomeroy.

Senator Symms. I just want to make a comment here. The governor and the senior senator certainly have proven themselves in this state as leaders, but I would just like to say that one thing that I didn't get the answer in the first group of witnesses, and I wish that some of you would address the question that I asked originally in just a yes or no fashion, and that is it's obvious that they must have arrived at some kind of a compromise because everybody on both sides testified against the bill. The question I want to ask is if we don't pass this bill or take some compromise of it, how is your economy going to be affected in these counties and states and school districts if we just go the court process. You know, there is a gun on our heads in one way here, and I don't think I heard the answer to that from anybody who criticized the bill. What's their alternative?

Thank you.

Senator McClure. Mr. Jim Dickinson.

STATEMENT OF STAN GLENN, RESOURCE MANAGER, LOUISIANA-PACIFIC CORP., REXBURG, ID

Mr. Glenn. My name is Stan Glenn, and I'll be speaking on behalf of Jim Dickinson.

Senator McClure. For Louisiana-Pacific?

Mr. Glenn. Yes.

Thank you, gentlemen, for giving me the opportunity to speak. I am speaking on behalf of the Rexburg sawmill, Louisiana-Pacific Corporation.

The Rexburg sawmill puts $16 million per year into the economy and provides, through direct and indirect employment, 160 jobs. This mill requires over 20 million board feet of Douglas-fir to operate profitably. Over the last eight years we have had to reach out to 100 miles plus in order to find Douglas-fir to operate the Rexburg mill. We are now running at about 70 percent of capacity and our timber reserves will soon be gone.

We have been holding on at this mill because, according to the Targhee Forest Plan, the allowable cut of Douglas-fir on the forest will go up from the present 6.9 million board feet to 22.4 million per year by 1990 and then steadily rising each decade as the forest becomes better managed.

All of Southeast Idaho is facing a critical timber shortage because more and more timber land is being pulled out of the resource base. The proposed Wilderness Bill would pull out an additional 229,600 acres from the Targhee land base needed for our local economies to survive.

Of the Southeastern Idaho proposed wilderness areas the Palisades proposed wilderness area could be the most damaging to this area for the following reasons: The Palisades contains 155,200 acres and 250 million board feet of sorely needed timber.

The Poker Peak and Bear Creek blocks of the Palisades are already receiving motorized recreational use, including 4-wheel drives, motorcycles, 4-wheelers, and snowmobiles.

Insect and disease populations have been and will continue to be on the rise in the Palisades and other areas in Southeast Idaho, especially mountain pine beetle, spruce budworm, and the Douglas-fir bark beetle. We have already seen what the mountain pine beetle can do to our lodgepole stands, we have seen what they can do to Yellowstone Park. And then the next insect we need to be concerned with is the Douglas-fir bark beetle. Many of our stands have been weakened over the last ten years by the spruce budworm. The budworm is filing back now and the Douglas-fir bark beetle is coming in, and it can do the same thing to Doug-fir as the mountain pine beetle did to pine.

If large blocks are tied up in wilderness areas, we cannot effectively fight insects and disease creating increasing fire hazard.

Mother Nature gave us a warning of what will happen if we fail to properly manage our forests: Last summer lightning struck just north of the Palisades block causing a fire that burned 2,500 acres overlapping into the Palisades unit and costing taxpayers $1,325,000 to suppress. Because all fire fighting had to be done without the use of machinery, the best the fire crews could do was to try to slow down the spread of the fire until the weather changed and extinguished the blaze. Fortunately, it rained and put out the fire before it spread onto private lands and more heavily timbered areas to the south. The fire could have been much worse. I get this information from speaking to the fire fighters that were up there. They just felt as if their hands were tied, they couldn't do a thing with it.

The U.S. Forest Service has run extensive studies on the Palisades and they did not find the Palisades block suitable for wilderness designation.

I am asking that the Palisades area be managed to improve the health of the land rather than allowing it to continue to degenerate until it is lost to insects, disease, and inevitably fire.

If for some reason we must make a portion of the Palisades area a wilderness, I propose that only the block northeast of the Palisades Reservoir be designated as a wilderness. It is the only area that comes close to meeting the wilderness criteria.

I have put together some topog maps. There is not really room to put it up here, but I would be happy to give it to you people.

Senator McClure. If you could submit it to us, it would be helpful to us. We would receive it for the committee.

Mr. Glenn. On it I have mapped roads that go around the wilderness areas. I have put legends on it. It shows that there is a lot of use in the area. It also shows increasing insects and disease populations into the area.

Another comment I would like to make is the wilderness area includes one timber sale that we logged on two years ago, the Deer Creek sale, and I think it's interesting that it wasn't picked up because from flight or driving by on the road you can't see it. Douglas-fir cuts are sheltered woods, selective cuts, and within a year or two you can't even tell we have been there.

Thank you.

Senator McClure. Thank you very much.

[Applause.]

Senator McClure. Mr. Welling.

STATEMENT OF MICHAEL C. WELLING, RESOURCE MANAGER, IDAHO FOREST INDUSTRIES, COEUR D'ALENE, ID

Mr. Welling. Thank you, Senator McClure, Governor Andrus. I don't know where Senator Symms went.

My name is Mike Welling, resource manager for Idaho Forest Industries, with mills in Coeur d'Alene and St. Anthony, Idaho.

First we would like to commend you for the effort to produce this proposed bill. But we the timber industry in the State of Idaho have two major questions that must be answered by you and your staff: No. 1, what does the Wilderness Bill do for the State of Idaho? And, 2, in those states that now have wilderness bills, has the allocation for resources been remedied? Or has the ability to enter roadless areas that have been released for other than wilderness been made easier? We would respond to both of these questions in the negative.

I have before you in your packet there an article in the Boise newspaper a few days ago. It reports that in four forests in Western Oregon, they have been besieged lately with 226 appeals on those four forests. The Forest Service says they have over 200 people working on just the first 36 appeals. And this has effectively stopped all timber sale activity on those forests. It poses a major problem to salvage the millions of board feet of timber that was burnt last summer. Time is of the essence in those sales, but it is the intention of the conservation group to stop all timber sales in all wilderness areas.

One must really remember that Oregon is a state that has a Wilderness Bill which released all of these roadless areas, and yet they still cannot enter these areas even to salvage burnt and dead timber.

Another example is an appeal we just received on the Panhandle National Forest. It moves to prevent all new sales into roadless areas, and, two, to stop all active sales in previously described roadless areas and riparian zones. Again, remember, that these active sales have already gone through and passed all the administrative appeal processes, and yet now they want even these sales discontinued.

Do these two examples give us faith that the proposed Idaho Wilderness Bill will help our situation in the State of Idaho? We think not. The only way to solve the situation is to have hard release languge written into the bill. You have chosen not to do this. The question we must ask is, as we have asked other senators and congressmen, how much of the sales program has to be tied up in appeals before you gentlemen in Washington will react to this situation?

With reference to the bill as to special use areas, you have attempted in the areas of greatest controversy to reach a compromise with the use of special management areas. This allows the different agencies and companies the opportunity to work together in an attempt to come up with an acceptable management option where all parties might benefit. Timber industry's past working agreement with the Idaho Fish and Game is a good example where common ground was found in areas of major importance.

An example of this, one major concern we have with the special management areas in particular surrounds the Mallard-Larkins, in that the wilderness boundaries were drawn in such a way as to prevent any access into some of these special areas, even if it benefited all parties. We must look critically at these final boundaries to prevent locking us into something that was not intended.

The Mallard-Larkins proposed wilderness, and the special use areas surrounding it, is very critical to the economy of Northern Idaho. This area contains over 2.4 billion board feet of timber now. Even without growth this could produce an allowable cut of 27 million board feet per year. This represents 10 percent of the cut of this area should it all be cut. We are not suggesting that this area should all be cut, but we wish to point out the significance of the area. We must leave our options open. In my written testimony I have given a couple of other examples.

As to, quote unquote, water rights, with the importance in this state of farming, ranching, and lumbering, it is imperative that the provision concerning water rights be emphasized. Not all the wilderness proposed for the State of Idaho is at the headwaters of the major drainages. Without this provision, upstream activity, no matter how small or beneficial, could be stopped.

For this reason, one must look critically at changing the proposed boundary of the proposed Mallard-Larkins Wilderness. At one point it crosses the Little North Fork of the Clearwater River. If we did not have this proposed release of wilderness water rights, it would effectively stop all activities upstream from this wilderness area. This upstream area contains at least 200 to 300,000 acres and is essential to the existing program for the Panhandle National Forest.

One of the major concerns with this bill is that the environmental groups will fight very hard to get provisions, such as this, out of the bill. We believe that you, Senator McClure, could hold this bill intact in the Senate, but we do not think that the bill could pass the House without major revisions. This would doom what few good points are contained in this bill which protect the interests of the people of Idaho.

With reference to some of the special provisions, we are somewhat chagrined about the special provisions that allow certain activities in wilderness areas that were not allowed under the original Wilderness Act. These include grazing, helicopter landings and allows for the construction and maintenance of outfitter camps. The original Wilderness Bill did not allow for these. We would propose that if you want wilderness, make it wilderness, no special allowances.

But then you must ask the question, "Do we really want wilderness?" Is it to the benefit of the people of the State of Idaho?

In summary, we do not feel that the proposed Wilderness Act will accomplish the goals that we feel it was drafted for, which should have been: Settle the issue of wilderness in the State of Idaho and ensure that the other roadless areas within the state be managed for other uses other than wilderness. Past history has shown us that this will not occur without more effective release language.

Gentlemen, you have done a commendable job to try to pull the different concerns together, but with this recent past history and the uncertainty of this bill remaining intact throughout the legislative process, we do not see how your original balance that you have proposed will survive.

Thank you for the opportunity.

[The prepared statement of Mr. Welling follows:]

IDAHO FOREST INDUSTRIES, INC.

TESTIMONY OF MICHAEL C. WELLING
PROPOSED IDAHO FOREST MANAGEMENT ACT OF 1988
BEFORE
SENATOR JAMES MCCLURE
GOVERNOR CECIL ANDRUS
FEBRUARY 10, 1988

My name is Michael C. Welling, Resource Manager for Idaho Forest Industries. We operate two mills in Coeur d'Alene and one mill in St. Anthony, Idaho. With our diversity across the State, we feel we are in a good position to respond to the Wilderness Bill you have proposed.

First, we would like to commend you for the effort to produce this proposed bill. Idaho and Montana are the only two states without Wilderness bills, and we understand that Montana is getting close to a compromise on theirs. But we, in the timber industry in the State of Idaho, have two major questions that must be answered by you and your staffs.

1. What does a Wilderness Bill do for the State of Idaho?
2. In those States that now have Wilderness bills, has the allocation for resources been remedied? Has the ability to enter roadless areas, that have been "released" for other than wilderness, been made easier?

We would respond to both of these questions in the negative.

APPEALS-

I hold before you an article describing the situation in Western Oregon. The Siskiyou, Siuslaw, Umpqua, and the Willamette National Forests have been besieged lately with 226 appeals on these four forests. The Forest Service has said that they have 200 people working on the first 36 appeals alone. This has effectively stopped all timber sale activity upon these forests. This poses a major problem in that many of these appeals are stopping timber sales proposed to salvage the millions of board feet of timber that burned last summer. Time is of the essence on these sales, to maintain value. But it is the intention of these groups to stop all timber sales in roadless areas.

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One must remember, that Oregon is a State that HAS a Wilderness Bill, which released all of these roadless areas, and yet they still cannot enter these areas even to salvage burnt and dead timber.

Another example is the appeal, brought by nearly every environmentalist group you can name, to the Region I Regional Forester, against the implementation of the Panhandle Forest Plan in Northern Idaho. The Panhandle has spent 6-8 years formulating a plan, a plan that has gone through every public involvement process, yet these groups have filed an appeal to start the whole process over as they feel it is totally inadequate. This is their right, but what they are really trying to do is buy time. They know that, as long as there is no plan, they can administratively stop all access into roadless areas. The key part of their appeal is not only to redo the process, but to:

1. Prevent any new sales into roadless areas

2. To stop all active sales in previously described roadless areas and riparian zones.

Again remember, that these active sales have gone through and passed all the administrative appeal processes. And yet, now they even want these sales discontinued.

Does these two examples give us faith that the proposed Idaho Wilderness Bill will help our situation in the State of Idaho? We think not!

The proposed Idaho Wilderness Bill will not affect or discontinue these type of appeals.

The only way to solve this situation is to have "hard" release language written into the Bill. You have chosen not to do this. The question we must ask is, as we have asked other Senators and Congressman, "How much of the sales program has to be tied up in appeals before you gentlemen in Washington will react to this situation"?

THE BILL

Special Use Areas-

You have attempted, in the areas of greatest controversy to reach a compromise with the use of "special management areas". This allows the different agencies and companies the opportunity to work together in an attempt to come up with an acceptable management option, where all parties might benefit. Timber industry's past working agreement with the Idaho Fish and Game is a good example where common ground was found in areas of major importance.

One major concern with these "special management areas", in particular around the Mallard Larkins, is that the wilderness boundaries were drawn in such a way as to prevent any access into some of these special areas, even if it benefited all parties. We must look critically at these final boundaries, to prevent locking us into something that was not intended.

The Mallard Larkins proposed Wilderness, and the special use areas surrounding it, is very critical to the economy of Northern Idaho. This area contains over 2.4 billion board feet now. Even without growth this could produce an allowable cut of 27MMBF/year. This represents 10% of the cut on the Panhandle National Forest. We are not suggesting that this area should all be cut, but we wish to point out the significance of the area. We must leave some options open in these areas.

We do not understand the reasoning to propose the Vanderbilt area, of the Mallard Larkins, for wilderness. This area has never been included under other wilderness proposals and contains nearly 300 million board feet.

Another critical area is the Kelly-Cayuse proposal, including the Cook Mountain and East Weitas units, in the Clearwater. These areas are much like those in the Mallard Larkins, they contain vast stands of timber and are critical to the existence of mills in the area. With the proposed Clearwater Forest Plan proposing a severe cut in the Allowable Sale Quantity, your proposal for the wilderness areas will cut the ASQ even further. This will have a drastic effect upon the communities of the upper Clearwater.

Water Rights-

With the importance in this State of farming, ranching and lumbering, it is imperative that the provision concerning water rights be emphasized. Not all the wilderness proposed for the State is at the headwaters of major drainages. Without this provision, all upstream activity, no matter how small or beneficial, could be stopped.

For this reason, one must look critically at changing the proposed boundary of the proposed Mallard Larkin wilderness. At one point, it crosses the Little North Fork of the Clearwater River. If we did not have this proposed release of wilderness water rights, it would effectively stop all activities upstream from this wilderness area. This upstream area contains at least an additional 200-300,000 acres and is essential to the existing program of the Panhandle National Forest.

One of our major concerns with this Bill is that the environmental groups will fight very hard to get provisions, such as this, out of the Bill. We believe that you, Senator McClure, could hold the Bill intact in the Senate, but we do not think the Bill could pass the House without major revisions. This would doom what few good points are contained in this Bill which protect the interests of the people of Idaho.

Special Provisions-

We are somewhat chagrined about the special provisions, that allow certain activities in wilderness areas, that were not allowed under the Wilderness Act. These include grazing, helicopter landings for skiing, and for fish and game reasons, landing of aircraft, and the allowance for construction and maintenance of outfitter camps.

The original Wilderness Act did not allow any of these. This is one of the reasons, we lobbied that most people did not realize what wilderness was and therefore would not favor wilderness. Now you are proposing allowing these other activities. We would propose that if you want wilderness, make it wilderness. No special allowances.

Then we must ask the question, "Do we really want wilderness?" Is it to the benefit of the people of the State of Idaho?

Summary-

We do not feel that the proposed Idaho Wilderness Act of 1988, will accomplish the goals that we feel it was drafted for, which should have been:

1. Settle the issue of Wilderness in the State of Idaho

2. Insure that the other roadless areas within the State be managed for other uses other than wilderness.

Past history has shown us that this will not occur without more effective release language.

In order to protect the communities and people of the State of Idaho, we feel you must first address the issues and ask yourself the questions that we have presented.

Gentlemen, you have done a commendable job to try to pull the different concerns together, but with this recent past history and the uncertainty of the Bill remaining intact throughout the legislative process, we do not see how your original balance, that you proposed, will survive.

Thank you for the opportunity to resond to this critical issue.

Dispute grows in lumber industry over fire sales

By JOHN TEARE
Gannett News Service

WASHINGTON — The U.S. Forest Service expects to sharply increase, perhaps double, its estimate of timber stands that should be harvested soon because of damage from last summer's rash of fires in southern Oregon and northern California.

Forest Service Chief F. Dale Robertson said Thursday a report due by the end of the month will increase the agency's projected salvage timber sales to some 1.5 billion board feet for the next fiscal year.

That quantity is roughly 13 percent of the 11.5 billion board feet that foresters want to harvest in 1989 and is a direct result of forest damage caused by 1987 fires, Robertson told the Senate Energy Committee.

The Forest Service earlier reported a proposed 1989 salvage sale plan of 786 million board feet. Robertson said more detailed calculations are based on updated field reports showing the earlier sum may increase by 600 million to 700 million-plus board feet.

With controversy already raging over the agency's ongoing harvest plans in the Northwest, the new figures could provoke more dispute about federal support of one of the region's principal industries.

The overall sales proposal of 11.2 billion board feet is somewhat less than this year's quota and considerably less the 12-billion-plus board feet that the industry has been asking.

Reagan administration budget writers picked the lower figure as an economy measure aimed at lowering the federal deficit.

The lumber industry and Western lawmakers have countered that low inventories and uncertain federal sales prospects are liable to trigger a rash of sharp price increases that would further disrupt an already battered industry.

Because salvage timber often is difficult to reach and expensive to harvest, the increase in that category likely will trigger demands for a companion increase in planned sales of the more profitable "green" or prime timber.

Officials to consider timber sales appeals

By DAVE BERNS
Gannett News Service

SALEM, Ore. — U.S. Forest Service operations in Oregon and Washington will grind to a virtual halt while officials sort through challenges to 230 pending timber contracts, according to Dale Robertson, the agency's director.

It will be difficult and time consuming to determine which appeals to Forest Service sales have merit, Robertson said.

"It would be nice if we could just say, 'This one is good, and this one isn't,' but it's not that simple," he said.

Robertson's comments came Friday during a timber industry forum sponsored by Rep. Denny Smith, R-Ore.

"It's a very confused situation," Jim Torrence, regional director of the Forest Service, told about 60 timber industry representatives at the forum.

The bulk of the appeals have been filed in recent weeks by people affiliated with the Oregon Natural Resources Council, a Eugene-based environmental coalition.

Agency officials have said the contested sales amount to 40 percent of the year's planned harvest.

In the past, Robertson said, many appeals have been nothing more than delaying tactics designed to harass the Forest Service. But that doesn't seem to be the case, this time, he said.

Smith disagreed.

"For a few people to interfere with the process is an outrage to the taxpayers and people of this state," he said.

Recognition of the expanded consequence of the salvage issue came as Oregon lawmakers reacted with indignation to reports of a rash of challenges to more than 200 pending timber sale plans in four coastal forests.

The Forest Service reported being swamped over the past week by some 226 appeals, in effect administrative lawsuits, against planned timber sales on the Siskiyou, Siuslaw, Umpqua and Willamette National forests.

The service's regional headquarters at Portland estimated the contested sales amount to 40 percent of this year's planned total of 4.5 billion board feet.

Much of that involves sales that fell into default or were returned under provisions of a 1984 program releasing cash-strapped lumber mills from pending contracts.

The appeals or sales challenges apparently were organized by the Oregon Natural Resources Council, an environmental organization of several thousand members, that has been an aggressive advocate of strict resource protection across the state.

Forest Service officials said Thursday they still have no clear grasp of the range of complaints lodged by the appeals but assume the aim is to block the sales.

George Leonard, associate chief of the Forest Service, told inquiring senators as many as 200 agency workers have been tied up responding to the first round of 36 appeals against Siskiyou sales.

Oregon lawmakers decried the development and scored the organization behind it.

Sen. Mark O. Hatfield told the Senate Thursday morning the appeals were "frivolous" and "reckless" acts by persons engaging in "a masquerade party.

"These people are not environmentalists," he said. "They seek to set back the clock of environmental progress, leaving behind the wreckage of people out of work and communities in collapse." He estimated 9,800 jobs could be at risk if the appeals win the day.

Senator **McClure**. Thank you.

We will next hear from Mr. Beitia.

STATEMENT OF FRANK G. BEITIA, IDAHO WOOL GROWERS ASSOCIATION, POCATELLO, ID

Mr. **Beitia**. Hon. Senator McClure, Mr. Symms, I appreciate the opportunity of being here. I am here representing the Idaho Wool Growers from Pocatello.

First as an introduction let me say that the Idaho Wool Growers Association has a long-standing resolution opposing any additional grazing lands into the national wilderness preservation system. It has been proven in Idaho, as in other states containing National Forest lands, that wilderness management principles do not allow sound range management practices to be used. Regardless of the best range and livestock management practiced, direct or indirect pressures by those who hate horses, cattle, sheep, ultimately will force livestock grazing off of designated wilderness land.

I think you have done a good job in trying to start a bill that may be—it has some faults in it, but I think some of the good points, let me reiterate some of those. The removal of the obligation of the Forest Service to conduct further state-wide wilderness reviews is a good one, the RARE I, RARE II, RARE III, and there could be a RARE IV. I don't know how many more of those the Forest Service doesn't need. I think the state retaining its water rights is a good plan as far as the bill goes. It does allow some of the roads to remain in the area and some helicopter entry, and I think that's good. It does eliminate the notion that buffer zones are needed, and I think that's good. I think if a buffer zone is needed, let it be inside the wilderness.

Now, here are some of the shortfalls. It still doesn't settle the wilderness issue. Section 201 leaves the wilderness issue open to the Forest Service when the management plans are revised in 10 or 15-year periods or sooner if there are advocates who persist. All it takes is a 22-cent stamp for an advocate to persist. It will be 25 pretty quick.

The addition of 1.4 million acres of wilderness and 600,000 acres of special management areas to Idaho which already has more than any other, except for Alaska, just doesn't fit with the Idaho Wool Growers resolution. It also doesn't tie in with what the BLM may propose. That may be in addition to what we have here today.

There is nothing mentioned in the bill about noxious weed management. It's already been discussed what it costs the people of Idaho in a survey conducted by the University of Idaho to try to control noxious weeds. Something should be in there. Uses that remain on those wilderness areas will continue to spread undesirable plants, whether those be by hunters, fishermen, foot users, whoever. Biological, mechanical, or chemical control in management will be necessary for the well-being of wilderness uses that continue. Some of the proposed wilderness and special use land areas are close to urban communities. Chances for man or lightning fires persist. Will the Forest Service let-burn policy continue or should that be something written into the provision so you will be able to control fire in those areas if they start. Right now there is nothing in there discussing fire control.

Section 301 of the bill has what we call a grandfather term of letting grazing continue on active grazing allotments. The question is if permittees change or allotment is placed in nonuse for a period of time, can they be reactivated, or if they are in nonuse, is that it forever. Will a permit holder be allowed to maintain, rebuild fences, corrals, loading facilities for sheep, and a lot of these proposed areas have all of these in them. Will motorized road repair, chain saw use, or trail maintenance and road maintenance be allowed? It doesn't say. Will mobile sheep camps as is customary be allowed? Can structures be constructed to protect riparian areas, since there is such a concern now about riparian areas? Will new or approved predator control measures be allowed? It says in the bill what current methods there are can be used, but it doesn't say anything about new or other ideas.

I would like to mention one area specifically, and that's the Palisades area that you have proposed, particularly on the west side. I have been involved in that area for a number of years. We did a lot in closing roads, the Forest Service has been closing roads. That's one of the first oil wells that was ever established in Idaho, in the Elk Mountain Range. There has been a lot of improvement. There is contour trenching on Big Elk, which I have never seen contour trenching within a wilderness area, but it's there.

To have this area designated as wilderness I think is faulty. Thirty years ago it would never have been possible. The permittees and the Forest Service have done a lot of work to improve that area to the state now, and some people think it ought to be wilderness. I think that's too bad.

Thank you very much.

[Applause.]

Senator McClure. We will next hear from Dale Pierce.

STATEMENT OF DALE PIERCE, CHAIRMAN, IDAHO CATTLE ASSOCIATION, MALTA, ID

Mr. Pierce. Senator McClure, Governor Andrus, Senator Symms, I am Dale Pierce of Malta, representing the Idaho Cattle Association, on behalf of the livestock industry in the State of Idaho that produces more than half of the cash receipts generated by the agricultural economy. Thank you for this opportunity.

The Idaho Cattle Association by formal policy, "opposes any additional wilderness designation." We oppose Senate Bill 2055 in particular and any bill that creates additional wilderness. We believe Idaho's livestock industry is already threatened by the management policies in practice on the 3.8 million acres of wilderness we have now.

For example, I would refer you to the grazing language in S. 2055 is almost identical to that in the Wilderness Act of 1964. The language in both purports to protect grazing, but in practice has failed miserably. I would refer you to U.S. House report 96-1126, cited in a Wilderness Management Policy Guide published by the Interior Department in 1981, which offers proof: "During the 95th Congress, congressional committees became increasingly disturbed that, despite the (grazing) language of the Wilderness Act, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or were unduly restricting on-the-ground activities necessary for the proper grazing management."

S. 2055 would do nothing but compound the existing threat to Idaho's agricultural economy by increasing the acreage on which—by Congress's own admission—livestock grazing is either discouraged or restricted.

Further S. 2055 creates management policies for proposed new wilderness in direct conflict with regulations for existing wilderness. Do we need more confusion—for administrators and users alike—from two conflicting sets of rules? We think we do not. But perhaps therein lies the true compromise solution for Idaho's wilderness debate.

The Idaho Cattle Association absolutely opposes S. 2055 because it locks up another two million acres. However, we would point out that we consider management policies outlined in S. 2055 an improvement over those now in practice on existing wilderness, with which they would presently conflict. For example, S. 2055's ban on reserved federal water rights and buffer zones. Contrary to some of my colleagues' remarks, we feel that the water language certainly adds to the credibility of the state's water rights.

Its designation of roads, we like that. And its protection of motor vehicle use and water development and predator control. If these policies would be good for the new wilderness, they ought to be good for existing wilderness.

While we urge defeat of S. 2055 and any designation of additional wilderness acreage, the Idaho Cattle Association urges Congress to submit the more reasonable sections of S. 2055 just mentioned as amendments to the present Wilderness Act of 1964. Hopefully such amendments will fix existing problems on existing wilderness before the creation of new.

I would refer to some other items that is of interest to us. In the 600,000 acres of special management area testified in S. 2055, it unfairly gives priority to recreation as the dominant use, and I will requote the word "dominant," which is in conflict with the multiple use concept. S. 2055 makes no provision whatsoever for noxious weed management in proposed wilderness areas, in our opinion one of the greatest threats to the public lands today.

S. 2055 threatens undiscovered strategic mineral sources, potentially increasing dependency on foreign nations for minerals so vital to our national security.

Thank you.

Senator McClure. Thank you, Dale.

[Applause.]

[Attachment to the prepared statement of Mr. Pierce follows:]

PRESIDENT
Eric Davis, Bruneau

PRESIDENT-ELECT
Tom Shaw, Caldwell

EXECUTIVE VICE PRESIDENT
Gary Glenn, Boise

NCA
NATIONAL CATTLEMEN'S ASSOCIATION

Idaho Cattle Association

2120 AIRPORT WAY

ICA

ICA POSITION ON S. 2055

ANDRUS-McCLURE WILDERNESS BILL

The Idaho Cattle Association is opposed to Senate Bill 2055, the so-called Andrus-McClure Wilderness compromise introduced Feb. 16, 1988 by Sen. Jim McClure as the Idaho Forest Management Act.

ICA's position on this particular bill is in keeping with formal policy -- reaffirmed November 1987 by ICA's full membership in annual convention -- which states as follows:

> WHEREAS, Idaho currently has 3.86 million acres of designated wilderness which is more than adequate, and
>
> WHEREAS, in addition to the wilderness designation there is an additional 8 million acres tied up in roadless areas, and
>
> WHEREAS, there is currently an effort to designate BLM lands into wilderness,
>
> NOW, THEREFORE BE IT RESOLVED, that ICA opposes any additional wilderness designation, either Forest or BLM.

This formal policy is a reflection of the firm belief by ICA members that management of existing wilderness areas has been extremely detrimental to Idaho's livestock industry. We believe that until problems with existing wilderness areas have been satisfactorily resolved, additional wilderness areas in Idaho should not be designated.

In addition to our formal opposition to additional wilderness in general, ICA's Public Lands Committee -- meeting March 2nd in Twin Falls -- identified the following specific objections to S. 2055:

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(1) Grazing policy as established in S. 2055 is all out identical to the language of the Wilderness Bill of 1964. While the language supposes to protect grazing rights, in practice such language has failed miserably. U.S. HOUSE REPORT 96-1126 states that "during the 95th Congress, Congressional committees became increasingly disturbed that, despite the (grazing) language...of the Wilderness Act and despite a history of nearly 15 years in addressing and providing guidance to the wilderness management agencies for development of wilderness management policies, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing management."

(2) S. 2055 would further confuse administrators and users by establishing two different and inconsistent sets of wilderness management regulations: one already in use on areas; another for its proposed additional areas.

(3) In 600,000 acres of Special Management Area, S. 2055 unfairly gives priority to recreation as the dominant use, which is in conflict with the multiple use concept.

(4) S. 2055 makes no provision whatsoever for noxious weed management in proposed wilderness areas.

(5) S. 2055 threatens Idaho jobs and Idaho's economy by locking up commercially valuable timber resources.

(6) S. 2055 threatens undiscovered strategic mineral sources, potentially increasing dependency on foreign nations for minerals vital to national security.

(7) S. 2055, while allowing use of existing roads and excluding them from inclusion in wilderness designation, nevertheless by the very nature of wilderness discriminates against the elderly, the handicapped, and those who cannot afford the use of aircraft for access.

(8) S. 2055 does not provide "hard release" from further consideration for wilderness designation those lands not designated in this bill.

(9) Idaho already has 3.8 million acres of wilderness--more than any of the other lower 48 states, more than adequate, and more than enough to justify opposition to the 2 million acres of additional Forest land wilderness and special management areas proposed by S. 2055.

While ICA absolutely opposes S. 2055 or any other legislation designating additional wilderness acreage in Idaho, we encourage the Congress to separately introduce the following provisions of S. 2055 as amendments to the original Wilderness Act of 1964 -- in hopes that instituting those provisions will resolve current problems on existing wilderness lands in the state:

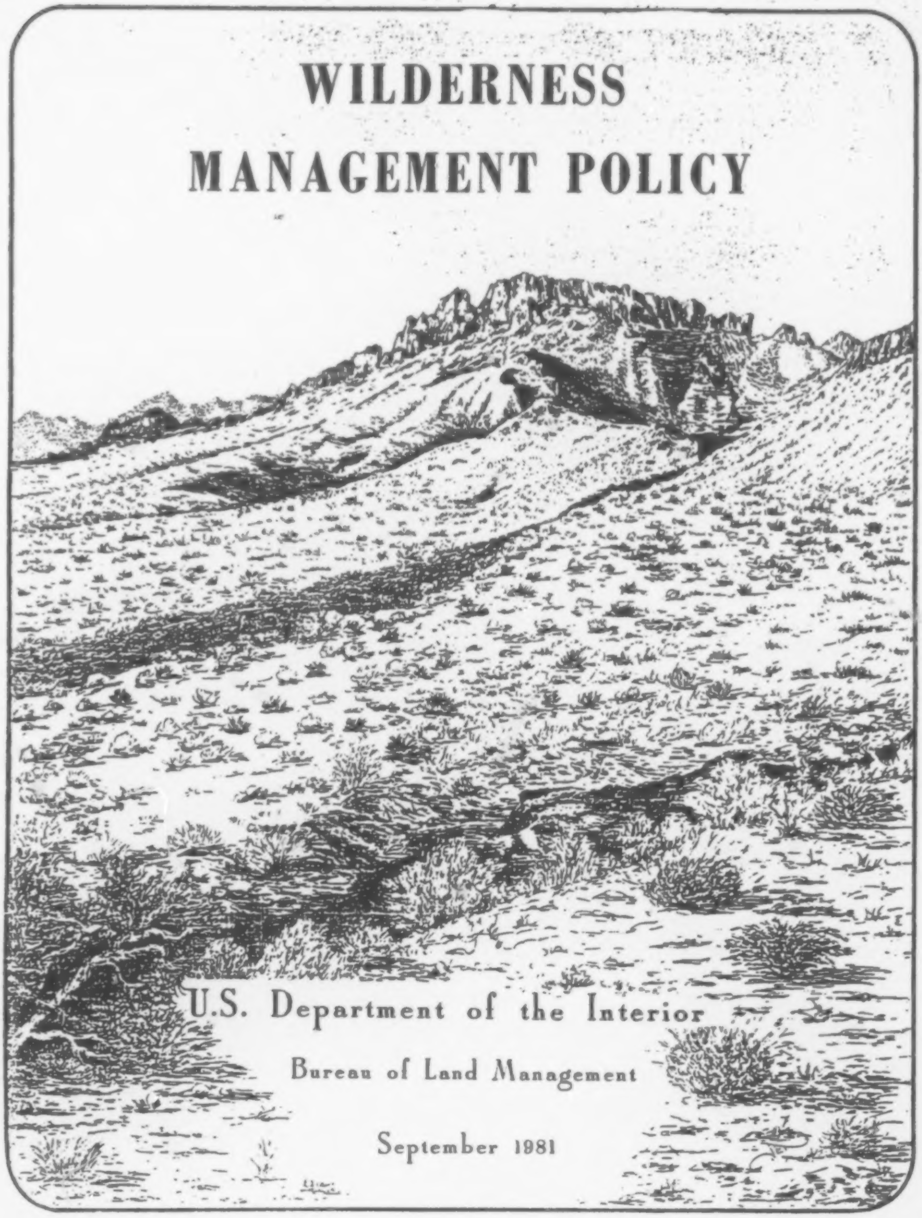
(1) Provision maintaining existing motor vehicular use, water development, and predator control measures (Title III, Sec. 301)

(2) Prohibition against creation of reserved federal water rights through wilderness designation (Title III, Sec. 302 (a) and (b))

(3) Prohibition of buffer zones (Title III, Sec. 303)

(4) Definition of a road (Title III, Sec. 309)

(5) Timber harvest allowance (Title I, Section 103 (a)(1))



WILDERNESS MANAGEMENT POLICY

U.S. Department of the Interior

Bureau of Land Management

September 1981

d. **Snow Measurement**

The measurement of snow within BLM wilderness is permitted under the following conditions:

(1) Measurement of snow will be accomplished by primitive means. If use of a helicopter was an established practice in measuring snow within an area prior to wilderness designation, that same use may be permitted. However, ways and means of eliminating the need will be explored.

(2) No new data sites can be established unless they are parts of projects approved by the President under provisions of Section 4(d)(4) of the Wilderness Act. Use of existing data sites may continue until adequate correlation can be established with data sites outside the wilderness. Installation of automated equipment (sensing devices, data collection platforms, etc.) may be permitted on a temporary basis at existing data sites to accelerate the development of correlations with data sites outside the wilderness. Access will be by primitive means except as specifically provided for in (1) above.

(3) Only miniaturized and unobtrusive types of equipment may be installed, and must be camouflaged to blend with the terrain as much as possible. Practices such as burying equipment and using antennae which can be removed during nonuse periods, will be used to minimize the visual impacts of the data site.

e. **Water Quality**

Maintaining or enhancing water quality is of high priority in management of the wilderness resource. Water quality monitoring instruments and hydrometeorological devices may be permitted if these are the minimum necessary for protection of the wilderness resource. All instruments and devices must be miniaturized and unobtrusive. No motorized vehicles will be permitted for installation, maintenance, or monitoring and surveillance.

f. **Weather Modification Over Wilderness**

Use of lands within the National Wilderness Preservation System as target areas for weather modification activities will not be approved unless the following conditions are met:

(1) The proponent can provide reasonable, scientifically supportable assurance that the activities will not produce permanent, substantial changes in natural conditions.

(2) The proposal does not include any feature that might reasonably be expected to produce conditions incompatible in appearance with the wilderness environment or reduce its value for recreation, scenic, scientific, education, conservation, or historical use.

The effects of weather modification activities may be permanent or temporary depending upon the type, duration, and degree of change in weather brought about by that activity.

Generally, short-term weather-modification activities, which will produce only occasional, incidental, temporary, or transitory changes in the weather with carryover effects on the ground lasting only a few days beyond the actual seeding period, can be permitted over wilderness because little or no permanent, identifiable ecological or physical impact is likely. Conversely, long-term weather modification programs, which will produce a repeated or prolonged change in the weather during any part of successive years, are likely to have a direct and often substantial impact in terms of ecological and physical effects. Even though the human contribution to these impacts on the ecology and physical conditions on the ground may be obscured by the fact that the activities are carried on outside or above the wilderness, they nevertheless can be recognized to be the result of human activities and therefore cannot be permitted where they will directly affect wilderness areas.

State Directors will gather necessary information relative to items 1 and 2 and make recommendations to the Director on any activity or application. The Director will approve activities or installations relative to weather modification affecting wilderness.

III. G. Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. The BLM will manage designated wilderness areas as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977).

According to the Clean Air Act, air quality reclassification is the prerogative of the States. The States must follow a process mandated by the Clean Air Act Amendments of 1977, involving a study of health, environmental, economic, social, and energy effects, a public hearing, and a report to the Environmental Protection Agency.

Administrative actions within wilderness areas will comply with the air quality classification for that specific area.

III. H. Rangeland Management

1. **Livestock Grazing Operations**

Section 4(d)(4)(2) of the Wilderness Act provides for continued livestock grazing where established prior to designating the area as wilderness. The objective of livestock management in wilderness is:

> Utilize the forage resource in conformity with established wilderness objectives for each area and the BLM grazing regulations (43 CFR 4100), and through practical, reasonable, and uniform application of the congressional guidelines and policy.

Further insight on the subject is in the Conference Report on S.2009 (House Report 96-1126) under the heading "Grazing in National Forest Wilderness Areas." These congressional guidelines and policy are to be considered in the overall context of the purposes and direction of the Wilderness Act and will be applied nationwide. They are reprinted here verbatim as an excerpt from House Report 96-1126:

Grazing in National Forest Wilderness Areas

Section 4(d)(4)(2) of the Wilderness Act states: "the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture."

The legislative history of this language is very clear in its intent that livestock grazing, and activities and the necessary facilities to support a livestock grazing program, will be permitted to continue in National Forest wilderness areas, when such grazing was established prior to classification of an area as wilderness.

Including those areas established in the Wilderness Act of 1964, Congress has designated some 188 areas, covering lands administered by the Forest Service, Fish and Wildlife Service, National Park Service and Bureau of Land Management as components of the National Wilderness Preservation System. A number of these areas contain active grazing programs, which are conducted pursuant to existing authorities. In all such cases, when enacting legislation classifying an area as wilderness, it has been the intent of the Congress, based on solid evidence developed by testimony at public hearings, that the practical language of the Wilderness Act would apply to grazing within wilderness areas administered by all Federal agencies, not just the Forest Service. In fact, special language appears in all wilderness legislation, the intent of which is to assure that the applicable provisions of the Wilderness Act, including Section 4(d)(4)(2), will apply to all wilderness areas, regardless of agency jurisdiction.

Further, during the 95th Congress, Congressional committees became increasingly disturbed that, despite the language of section 4(d)(4)(2) of the Wilderness Act and despite a history of nearly 15 years in addressing and providing guidance to the wilderness management agencies for development of wilderness management policies, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing management. To address this problem, two House Committee on Interior and Insular Affairs Reports (95-620 and 95-1321) specifically provided guidance as to how section 4(d)(4)(2) of the Wilderness Act should be interpreted. This guidance appeared in these reports as follows:

> Section 4(d)(4)(2) of the Wilderness Act states that grazing in wilderness areas, if established prior to designation of the area as wilderness, "shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture". To clarify any lingering doubts, the committee wishes to stress that this language means that there shall be no curtailment of grazing permits or privileges in an area simply because it is designated as wilderness. As stated in the Forest Service regulations (36 CFR 293.7), grazing in wilderness areas ordinarily will be controlled under the general regulations governing grazing of livestock on National Forests....This includes the establishment of normal range allotments and allotment management plans. Furthermore, wilderness designation should not prevent the maintenance of existing fences or other livestock management improvements, nor the construction and maintenance of new fences or improvements which are consistent with allotment management plans and/or which are necessary for the protection of the range. . . .

Despite the language of these two reports, RARE II hearings and field inspection trips in the 96th Congress have revealed that National Forest administrative policies on grazing in wilderness are subject to varying interpretations in the field, and are fraught with pronouncements that simply are not in accordance with Section 4(d)(4)(2) of the Wilderness Act. This had led to demands on the part of grazing permittees that section 4(d)(4)(2) of the Wilderness Act be amended to clarify the intentions of Congress. However, because of the great diversity of conditions under which grazing uses (including different classes of livestock) are managed on the public lands, the Conferees feel that the original broad language of the Wilderness Act is best left unchanged. Any attempts to draft specific statutory language covering grazing in the entire wilderness system (presently administered by four separate agencies in two different Departments) might prove to be unduly rigid in a specific area, and deprive the land management agencies of flexible opportunities to manage grazing in a creative and realistic site specific fashion.

Therefore, the conferees declined to amend section 4(d)(4)(2) of the Wilderness Act, agreeing instead to reaffirm the existing language and to include the following nationwide guidelines and specific statements of legislative policy. It is the intention of the conferees that the guidelines and policies be considered in the overall context of the purposes and direction of the Wilderness Act of 1964 and this Act, and that they be promptly, fully, and diligently implemented and made available to Forest Service personnel at all levels and to all holders of permits for grazing in National Forest Wilderness areas:

1. There shall be no curtailments of grazing in wilderness areas simply because an area is, or has been designated as wilderness, nor should wilderness designations be used as an excuse by administrators to slowly "phase out" grazing. Any adjustments in the numbers of livestock permitted to graze in wilderness areas should be made as a result of revisions in the normal grazing and land management planning and policy setting process, giving consideration to legal mandates, range condition, and the protection of the range resource from deterioration.

It is anticipated that the numbers of livestock permitted to graze in wilderness would remain at the approximate levels existing at the time an area enters the wilderness system. If land management plans reveal conclusively that increased livestock numbers or animal unit months (AUMs) could be made available with no adverse impact on wilderness values such as plant communities, primitive recreation, and wildlife populations or habitat, some increases in AUMs may be permissible. This is not to imply, however, that wilderness lends itself to AUM or livestock increases and construction of substantial new facilities that might be appropriate for intensive grazing management in non-wilderness areas.

2. The maintenance of supporting facilities, existing in an area prior to its classification as wilderness (including fences, line cabins, water wells and lines, stock tanks, etc.), is permissible in wilderness.

Where practical alternatives do not exist, maintenance or other activities may be accomplished through the occasional use of motorized equipment. This may include, for example, the use of backhoes to maintain stock ponds, pickup trucks for major fence repairs, or specialized equipment to repair stock watering facilities. Such occasional use of motorized equipment should be expressly authorized in the grazing permits for the area involved. The use of motorized equipment should be based on a rule of practical necessity and reasonableness. For example, motorized equipment need not be allowed for the placement of small quantities of salt or other activities where such activities can reasonably and practically be accomplished on horseback or foot. On the other hand, it may be appropriate to permit

salt

Senator McClure. Duncan King.

STATEMENT OF DUNCAN KING, CHAIRMAN, IDAHO MINING ASSOCIATION, MONTPELIER, ID

Mr. King. My name is Duncan King. I am chairman of the Idaho Mining Association. I appreciate this opportunity to have input in this process.

Wilderness is a notion which causes varying degree of opposition within the mining industry. If you polled our members, I am sure you would get everything from conditional support of wilderness to the total disagreement of the entire concept. Wilderness is very much misunderstood by us all. Wilderness basically says to me that the area is closed to virtually all access except for a few hikers that can enjoy the area, and this is limited.

This is accomplished at great expense to the country in loss of resource and dollar outlay. It is unfortunate that the Idaho wilderness issue is decided on a national basis. If we were allowed to control our own state's wilderness, it would not be necessary for me to be here in opposition to this bill. All recognized polls show Idahoans feel they have enough wilderness. However, the larger population states collectively control Idaho's wilderness destiny. The large population states have the jobs and little space. On the other hand, Idaho has space and not enough jobs. By forcing through more withdrawal, the other states are limiting Idaho's ability to grow. I choose to think that they do this through ignorance rather than malice.

These populace states think that by establishing wilderness they are creating a place to visit and enjoy when they take vacations. It will certainly need to be a long vacation in order to enjoy this area when they take this vacation, and it will certainly need to be a long one. They also better be in awfully good physical condition for the required hikes. Half the population, the older citizens, don't stand much of a chance of meeting the qualifications. What the American people want they aren't getting. What they are getting is damaging Idaho and other western states. To educate people about wilderness is a monumental task which must be accomplished before any reasonable progress can be made towards multiple use. Until then those of us who must work for a living are confronted with the task of resisting more expensive closures.

The current Idaho Wilderness Bill is a further encroachment on Idaho's ability to grow economically. It closes any potential for basic resource industry in large tracts of land of unknown potential. The jobs which are lost, the taxes never realized, the expenses required to administer the areas are things that are intangible but nonetheless a real number. Those who criticize opposition to wilderness always point to the self-serving aspect of our argument. Yet if you look at who is doing the criticizing, you will recognize the real self-servers. We in the mining industry do not believe that it is in the sound public policy, it is strong public policy to withdraw large areas of public resources from further exploration or development. It is our feeling that there must be a better way to accomplish organized future planning for these areas.

So as not to be a cop-out, Senator, you asked to be specific as to what could be compromised, and I realize that is difficult. Is 1.4 the number? Quite frankly, I am not like the gentleman from Ketchum, I can't look in that ground and tell you where there are minerals. I can tell you where there aren't trees, and I can tell you where there aren't cattle, but I damned well can't tell you where there aren't minerals until we prospect for it. So, therefore, I can't pick a compromise number. Philosophically we have to be opposed to withdrawal until minerals can be eliminated or discovered.

In your case, Senator Symms, what would happen if we don't do anything? Nothing more than has happened right now, because 9 million acres is tied up as wilderness. Now there is a proposal for only 1.4 of that to be tied up, but I can't see where the other 6.6 million is released. I can't see—I would hope that it would be better for Idaho if those 6.6 are released, but I can't see how you can guarantee release with the language in the Senate bill.

So, therefore, in the case of Idaho wilderness, we feel that enough is really more than enough, and I remind you that the majority of the people in Idaho felt they had enough before this bill currently under consideration.

Thank you very much.

[Applause.]

Senator McClure. I might just note that the record doesn't show and we don't have an applause meter.

Mr. Randy Foutch.

STATEMENT OF RANDY A. FOUTCH, ROCKY MOUNTAIN REGIONAL EXPLORATION MANAGER, ANSCHUTZ CORP.

Mr. Foutch. My name is Randy Foutch, and I am with the Anschutz Corporation, and, governor and Senator, we appreciate the opportunity to be here today.

The Anschutz Corporation is the owner of an interest of approximately 160,000 acres in the Palisades area of the Targhee and approximately 50,000 acres of this is under the current proposed legislation being the Palisades wilderness. As an owner of oil and gas leases in the area, we are concerned about the legislation affecting our wilderness.

We believe that the Palisades area has real oil and gas potential. The Overthrust Belt, which everybody hears a lot about in the oil and gas business, extends from Mexico to Canada. In the U.S. it's only been found productive in one very limited area. That area has been extremely prolific. As an example, one field there, East Anschutz Ranch Field, which I am familiar with, is approximately six square miles in areal extent, but will probably exceed 700 million barrels. This is the result of a fairly unique set of geological factors which we believe has the potential for occurring in the Palisades area. The overall reserve for the Overthrust Belt in the area is approximately 2 billion barrels of oil and over 7 trillion cubic feet of natural gas.

That production is concentrated there for basically three reasons: It has a very unique source formulation of hydrocarbons, it has a very unique structural tract in that it has a thick seal over the traps to contain oil and gas. This fairway is only fifty miles long and about ten miles wide. Since 1975–1976 the exploration has proceeded northward and southward from the initial discoveries with the hopes of finding the same set of unique geological factors. We believe the Palisades area has those factors present.

The Palisades area contains the Absaroka plate in very striking similarity to its producing area in the south. The source rock to the south underlies the Absaroka in the Palisades area. The large traps are well evidenced in the surface geology and the Absaroka plate in the Palisades is covered by another thrust which acts as a seal.

There has been some encouraging exploration in the Palisades in the last four years. Based on our current information and some information from the wells we have drilled, we believe that it might contain significant oil and gas. The U.S.G.S. in an Open File Report 78–956 stated the same thing.

The potential economic value to the State of Idaho from one field similar to the East Anschutz Ranch could have substantial benefits to the state. Idaho as a state would receive one half of all federal royalties paid to the federal government on production from anything found in the Palisades. Idaho does not currently enjoy any commercial oil production and in Anschutz' opinion the Palisades represents the area with the highest oil and gas potential for the state. If just one field the size of the East Anschutz Ranch were found, the royalty sharing to the state and to the people of Idaho could be close to 14 million dollars a year. Some of these fields have 40-year lives. This 14 million dollar per year is only revenue sharing from the royalties, it does not include any ad valorem, property taxes, employment numbers, any benefits from those kind of things.

Environmentally the Forest Service and Bureau of Land Management has attached stipulations to the leases which assure that the operations will be conducted in an environmentally prudent manner. The actual surface disturbance of the wells we drill in the area to date have been around four acres. We drilled three wells in the immediate area and we are currently drilling a fourth. The reclamation programs to be conducted on the other well sites under the guidelines of the Forest Service and BLM provides significant evidence that rehabilitation and reclamation can be done.

The Anschutz Corporation requests and recommends that the Palisades area, so highly prospective for oil and gas development, be allocated to nonwilderness so that its potential, oil and gas potential, can be fully recognized through prudent exploration and development. In the Wyoming portion of the Palisades under the guidelines of the Wyoming Wilderness Act of 1968, the land is to be managed as wilderness while still allowing oil and gas exploration and development activities. It is our opinion that we are actively exploring oil and gas and we have demonstrated that utilizing current technology oil and gas exploration and development can be prudently undertaken in this area with minimal environmental impact, and that the terms and conditions of the federal oil and gas leases which we have will adequately protect the environment.

In answer to Senator Symms, the Act in its current form might not allow this economic potential to be realized.

[The prepared statement of Mr. Foutch and the information referred to follows:]

STATEMENT OF THE ANSCHUTZ CORPORATION
SUBMITTED BY RANDY A. FOUTCH
ROCKY MOUTAIN REGIONAL EXPLORATION MANAGER
AT THE IDAHO FALLS FIELD HEARINGS HELD MARCH 10, 1988
BY U. S. SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
PALISADES AREA

Ladies and Gentlemen:

The Anschutz Corporation is pleased to participate in these field hearings regarding the Idaho Forest Management Act of 1988 and for soliciting, at an early stage, public opinion concerning the status and uses of these lands.

The Anschutz Corporation is the owner of an undivided 50% interest in federal oil and gas leases covering approximately 160,000 acres in the Palisades Area of Idaho located in the Targhee National Forest, approximately 50,000 acres of which lie within the area proposed as the Palisades Wilderness. As an owner of the oil and gas leases in this area, we are vitally concerned that the subject legislation would affect our ability to prudently explore for and develop the reserves of oil and gas, which may underly the area.

The materials which follow in this statement are intended to outline and summarize for you the technical information currently available to us concerning the oil and gas potential of the Palisades Area.

I. INTRODUCTION

The Overthrust Belt extends from Alaska into Mexico and crosses over many and varied geographical provinces from the Brooks Mountain Range to the deserts of Arizona and Mexico. The Overthrust Belt has been found in several areas, limited in extent, to be extremely rich in oil and gas reserves. As an example, the recoverable reserves in just one field (Anschutz Ranch East), six square miles in areal extent, will probably exceed 700 million barrels of oil (including natural gas equivalents). This is the result of a unique set of geological factors.

The potential for giant oil reserves, similar to those already discovered, is greater in the Palisades Area than in any frontier area of the Overthrust Belt. The reason for the high potential of the Palisades is the unique geologic similarity of the Palisades to the productive areas already discovered in Southwest Wyoming (see fig. 1).

II. RESERVES AND GEOLOGY OF THE SOUTHWEST WYOMING OVERTHRUST BELT

Recoverable reserves for the seventeen fields discovered to date in the Wyoming-Utah portion of the thrust belt, are commonly estimated at nearly two billion barrels of oil and condensate, and over seven trillion cubic feet of natural gas. The Anschutz Ranch East Field in which The Anschutz Corporation owns an interest, for example, is one of the largest fields discovered in the United States since Prudhoe Bay.

Today's currently established production in the United States portion of the Thrust Belt is concentrated in the Wyoming-Utah Area, and furthermore, is almost exclusively confined to a single fairway within this thrust-zone called the Absaroka plate. Basically, the geologic reasons for this concentration of oil production within the Absaroka lie in its relatively rare combination of the characteristics that produce large oil accumulations. Unlike the surrounding thrusts, the Absaroka has a rich oil-generating 'source rock' beneath it, large structural traps within it, and a thick sealing layer of rock overlying it (see fig. 1). This productive fairway is approximately 50 miles long and 10 miles wide.

Exploration has proceeded northward and southward from the initial discoveries with the hope of finding areas with a combination of geologic factors comparable to this productive section of the Absaroka. The Palisades Area, we believe, has the requisite combination of factors for significant oil and gas reserves.

III. POTENTIAL RESERVES AND GEOLOGY OF THE PALISADES AREA

The Palisades Area contains the Absaroka plate fairway in striking similarity to its producing area in the south. The same type of oil 'source rock' that underlies the Absaroka to the south is also thought to be present under the plate in the Palisades. Large traps are well evidenced in the surface geology and the Absaroka is covered by another layer of rock which can act as a seal (see figs. 2 & 3). To date, some exploration has been done in the Palisades, but one well drilled in the area (Aliday Fed. #1) had very encouraging "shows" of oil indicating tremendous promise for the rest of the Absaroka fairway in the area (see figs. 4 & 5). Based upon our current seismic information and considering the large un-explored area and unique geologic resemblance to producing areas, the Palisades may contain significant oil and gas similar in potential reserves to areas of current Absaroka production.

The U.S.G.S. (in open File Report 78-956, circular 860, etc.) has described the Palisades Area as having... "Geologic environment highly favorable for undiscovered oil and gas. Area is near or on trend with established production and has potential for economic accumulations of oil and gas." The area has also been consistently classified by the U.S.G.S. evaluations as having the highest rating for oil and gas resource potential and oil and gas leases have been issued throughout the Palisades Area.

The potential worth to the State of Idaho of one oil field similar in size to the 700-800 million barrel accumulations found in the southwestern Wyoming Overthrust could have substantial financial benefit to the State. Idaho would receive one-half of all royalties paid to the federal government on production from the Palisades. Idaho does not currently enjoy any commercial oil production and in Anschutz' opinion, the Palisades block represents the area of highest potential for large oil and gas accumulations in the State. If just one field the size of the East Anschutz Ranch were found, the royalty sharing to the people of Idaho would be close to $14,000,000.00 per year. Some of these fields have 40 year lives. This $14,000,000 per year does not include not include any ad valorem or property taxes, or employment numbers and benefits.

VI. ENVIRONMENTAL CONSIDERATIONS

The Anschutz Corporation believes that operations in the Palisades can be conducted without compromising the present environmental qualities. The Forest Service and Bureau of Land Management has attached stipulations to the leases which assure that operations will be conducted in an environmentally sound manner. The actual surface disturbance of the average drillsite location is only 4 acres. Drilling operations within the Palisades can be conducted with minimal environmental impact. Anschutz has drilled three wells in the immediate area and is currently drilling the fourth. The reclamation programs conducted on these well-sites, under the quide-lines of the Forest Service and the Bureau of Land Management, provides significant evidence that rehabilitation can be done and the values and integrity of the area maintained.

V. SUMMARY AND CONCLUSIONS

The Palisades Prospect Area lies within the Northern portion of the Idaho-Wyoming-Utah thrust belt. This area is now one of the most significant onshore hydrocarbon provinces in the United States.

The tremendous potential of the Idaho Overthrust has gone unrecognized and relatively unexplored, but is now the subject of increasing industry focus. Almost without exception, the companies responsible for the discovery and production of oil elsewhere in the Overthrust, are seeking increased involvement in the Idaho extension of the trend. The Palisades Area, is the most exciting prospect within that trend to date and has potential for oil reserves that may be unparalleled elsewhere in the United States.

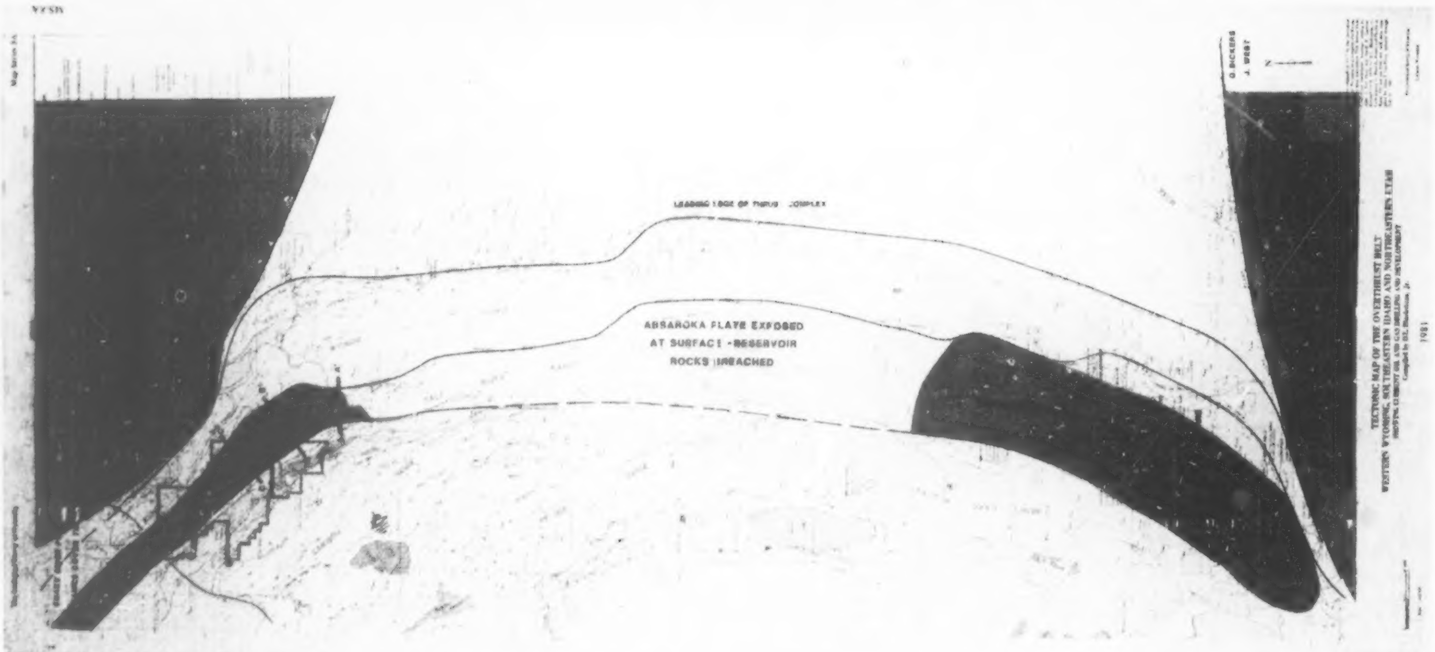
The Anschutz Corporation requests and recommends that the Palisades Area, so highly prospective for oil and gas development, be allocated to non-wilderness designation so that its potential may be fully recognized through prudent exploration and development. In the Wyoming portion of the Palisadesunder the quide-lines of the Wyoming Wilderness Act of 1986, the land is to be managed as wilderness while still allowing oil and gas exploration and development activities. It is our opinion and has been conclusively demonstrated by our operations, that utilizing current technology, oil and gas exploration and development can be prudently undertaken in this area with minimal environmental impact; and that the terms and conditions of the federal oil and gas leases which we currently hold, coupled with our desire and ability to responsibly conduct our activities, will ensure adequate protection of the environment values and characteristics of the area.

Respectfully submitted,

THE ANSCHUTZ CORPORATION

BY: Randy A Foutch
Randy A. Foutch
Rocky Mountain Regional Exploration Manager

RAF/tim


TECTONIC MAP OF THE OVERTHRUST BELT
WESTERN WYOMING, SOUTHEASTERN IDAHO AND NORTHEASTERN UTAH
1981
D. BICKERS
J. WEST
N
LEADING EDGE OF THRUST COMPLEX
ABSAROKA PLATE EXPOSED
AT SURFACE - RESERVOIR
ROCKS BREACHED

IDAHO OVERTHRUST

50 MILE LONG TREND

SAME STRUCTURAL CHARACTER

PLAYERS

OPERATORS ACTIVE IN SOUTHWESTERN WYOMING OVERTHRUST	ALSO ACTIVE IN IDAHO
AMOCO	x
CHAMPLIN	x
AMERICAN QUASAR	x
GULF	x
CITIES SERVICE	x
PHILLIPS	x
MOBIL	x
SOHIO	x
IMPEL	x
MARATHON	x
EXXON	x
HAMILTON BROS	x
CHEVRON	
MESA	

SOUTHWESTERN WYOMING OVERTHRUST

50 MILE LONG TREND CONTAINING

11 FIELDS

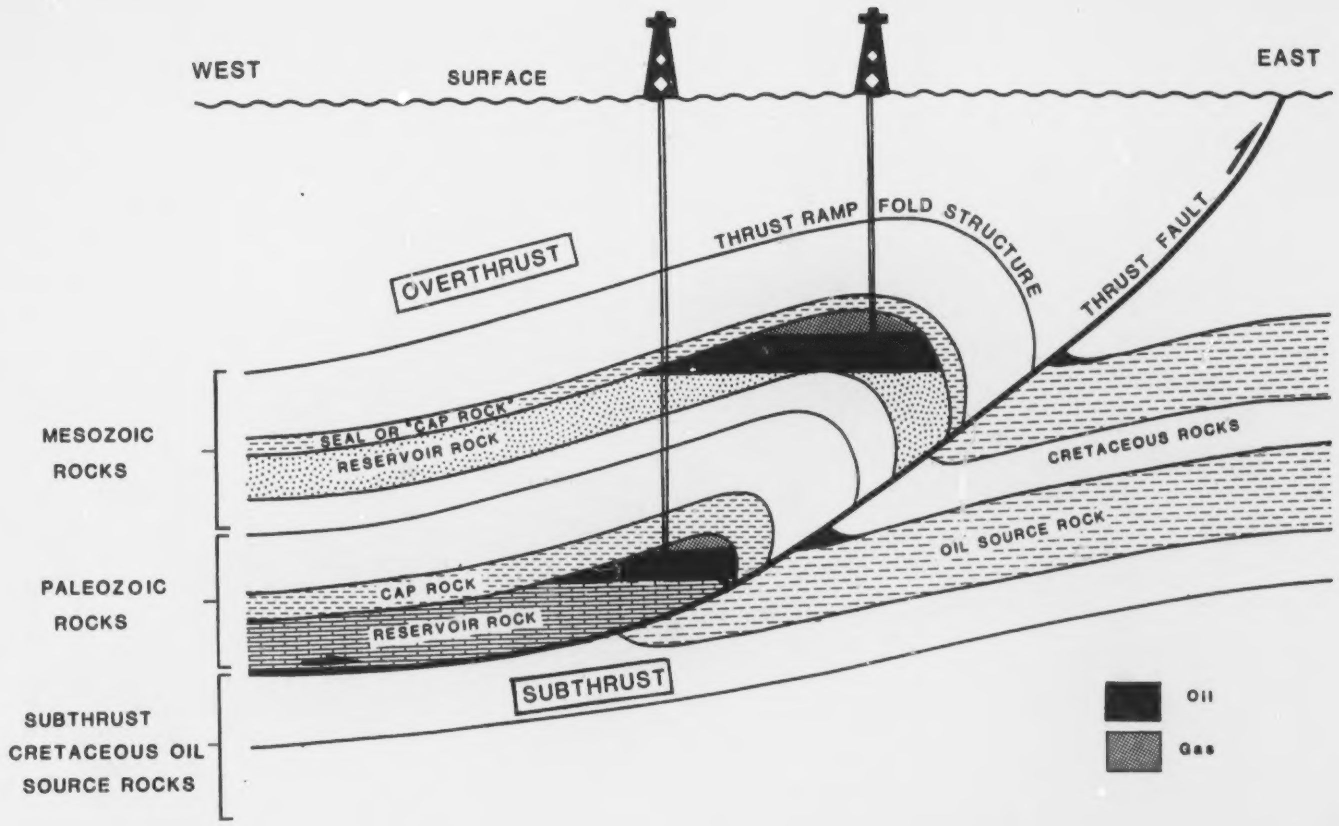
ALL STRUCTURES PRODUCTIVE

RECOVERABLE RESERVES*

MAJOR FIELDS	OIL (MMBO)	GAS (BCF)
WHITNEY CANYON CARTER CREEK	45.9	2298.0
RYCKMAN CREEK	41.26	141.4
CLEAR CREEK	19.8	183.0
PAINTER RESERVOIR	95.0	240.0
YELLOW CREEK	8.6	515.0
CAVE CREEK	1.33	16.3
ANSCHUTZ RANCH EAST	1612.0	3640.0
ANSCHUTZ RANCH	0.66	42.6
PINEVIEW	20.33	35.3
	1849.97	7026.2

*OBTAINED FROM AMOCO

Fig. 1


WEST
SURFACE
EAST
OVERTHRUST
THRUST RAMP
FOLD STRUCTURE
THRUST FAULT
SEAL OR "CAP ROCK"
RESERVOIR ROCK
CRETACEOUS ROCKS
OIL SOURCE ROCK
CAP ROCK
RESERVOIR ROCK
SUBTHRUST
MESOZOIC ROCKS
PALEOZOIC ROCKS
SUBTHRUST CRETACEOUS OIL SOURCE ROCKS
Oil
Gas

SCHEMATIC OF TYPICAL OVERTHRUST BELT HYDROCARBON TRAPS

Fig. 2

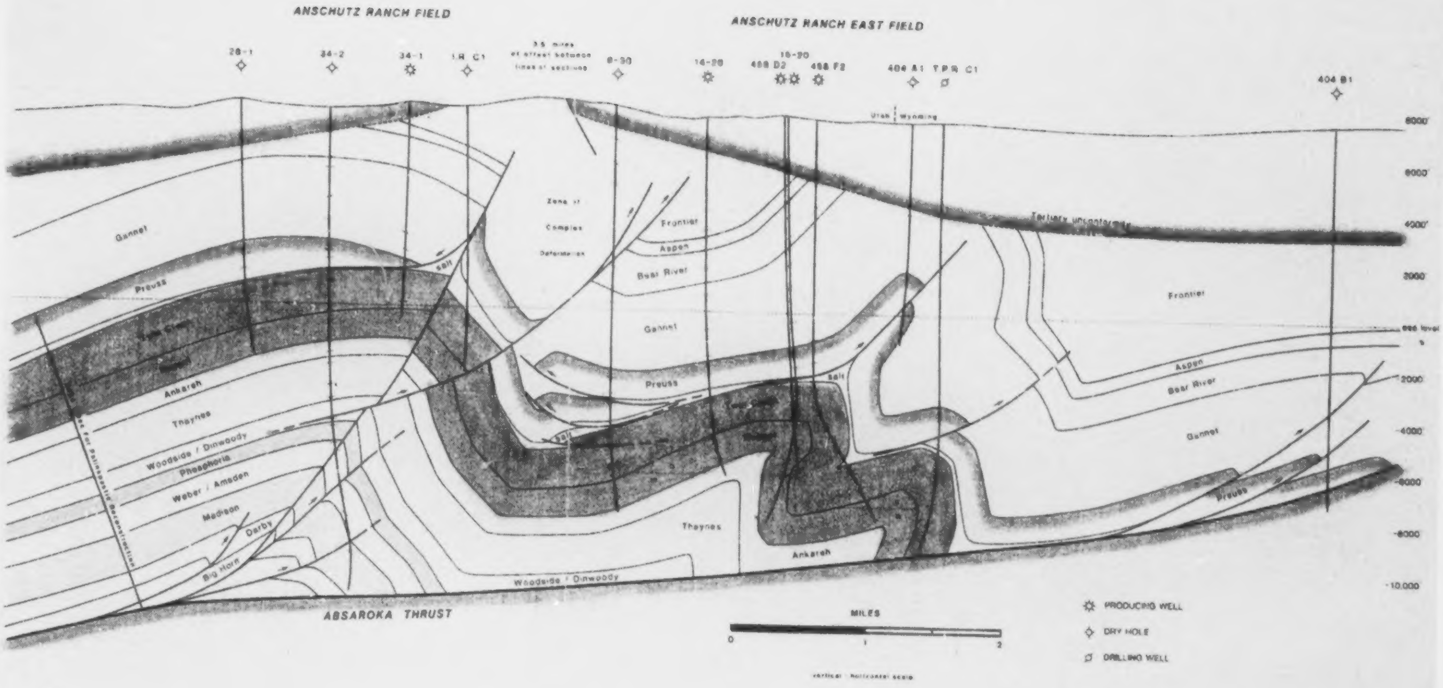
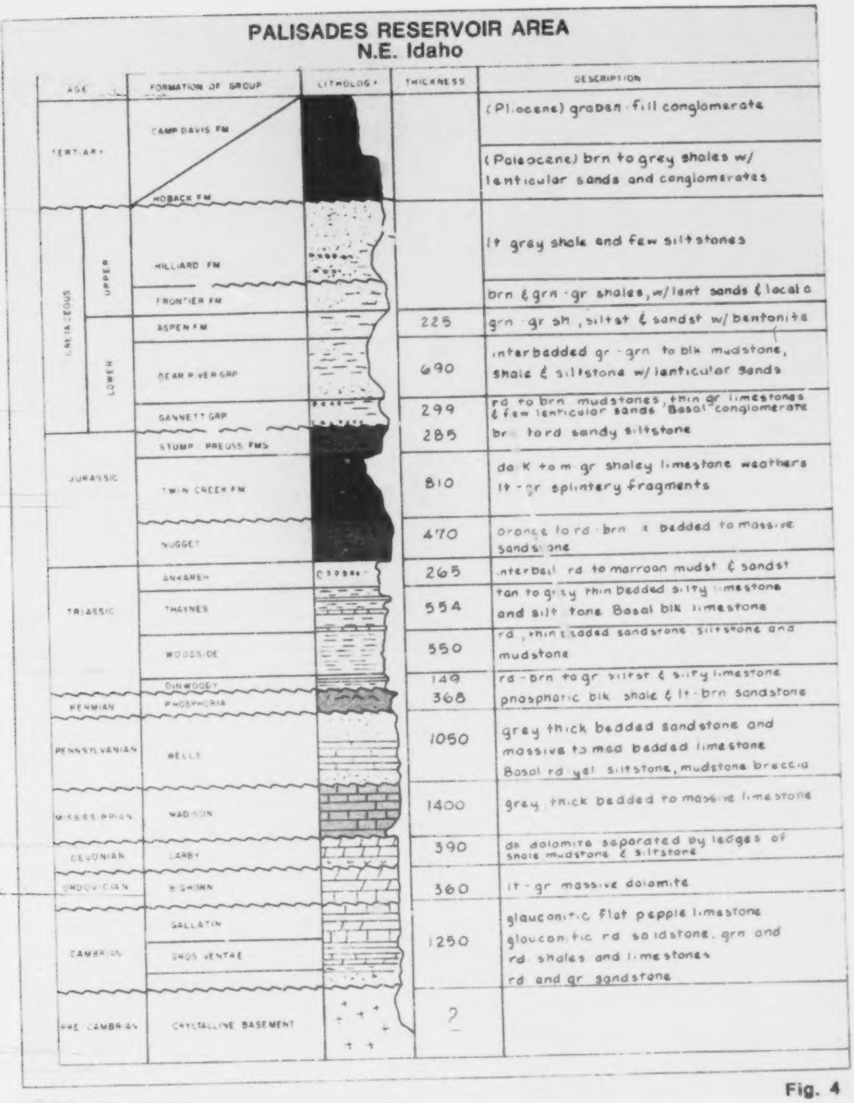

ANSCHUTZ RANCH FIELD
ANSCHUTZ RANCH EAST FIELD
28-1
34-2
34-1
I.R. C1
3.5 miles
of offset between
lines of sections
8-30
14-20
16-20
488 D2
488 F2
404 A1
T.P.R. C1
404 B1
Utah
Wyoming
8000'
6000'
4000'
2000'
sea level
2000'
4000'
6000'
8000'
10,000
Tertiary unconformity
Zone of
Complex
Deformation
Frontier
Aspen
Bear River
Gannet
Preuss
salt
Ankareh
Thaynes
Woodside / Dinwoody
Phosphoria
Weber / Amsden
Madison
Darby
Big Horn
Line for Palinspastic Reconstruction
ABSAROKA THRUST
MILES
0
1
2
vertical = horizontal scale
PRODUCING WELL
DRY HOLE
DRILLING WELL

Fig. 3



PALISADES RESERVOIR AREA
N.E. Idaho

AGE		FORMATION OR GROUP	LITHOLOGY	THICKNESS	DESCRIPTION
TERTIARY		CAMP DAVIS FM			(Pliocene) graben-fill conglomerate
		HOBACK FM			(Paleocene) brn to grey shales w/ lenticular sands and conglomerates
CRETACEOUS	UPPER	HILLIARD FM			lt grey shale and few siltstones
		FRONTIER FM			brn & grn-gr shales, w/ lent sands & local c
	LOWER	ASPEN FM		225	grn-gr sh, siltst & sandst w/ bentonite
		BEAR RIVER GRP		690	interbedded gr-grn to blk mudstone, shale & siltstone w/ lenticular sands
		GANNETT GRP		299	rd to brn mudstones, thin gr limestones & few lenticular sands Basal conglomerate
JURASSIC		STUMP PREUSS FMS		285	brn to rd sandy siltstone
		TWIN CREEK FM		810	dark to m-gr shaley limestone weathers lt-gr splintery fragments
		NUGGET		470	orange to rd-brn x bedded to massive sandstone
TRIASSIC		ANKAREH		265	interbed rd to marroon mudst & sandst
		THAYNES		554	tan to grey thin bedded silty limestone and siltstone Basal blk limestone
		WOODSIDE		550	rd, thin bedded sandstone siltstone and mudstone
		DINWOODY		149	rd-brn to gr siltst & silty limestone
PERMIAN		PHOSPHORIA		368	phosphatic blk shale & lt-brn sandstone
PENNSYLVANIAN		WELLS		1050	grey thick bedded sandstone and massive to med bedded limestone Basal rd-yel siltstone, mudstone breccia
MISSISSIPPIAN		MADISON		1400	grey thick bedded to massive limestone
DEVONIAN		DARBY		390	dk dolomite separated by ledges of shale mudstone & siltstone
ORDOVICIAN		BIGHORN		360	lt-gr massive dolomite
CAMBRIAN		GALLATIN		1250	glauconitic flat pepple limestone
		GROS VENTRE			glauconitic rd sandstone, grn and rd shales and limestones
					rd and gr sandstone
PRE-CAMBRIAN		CRYSTALLINE BASEMENT		?	

Fig. 4

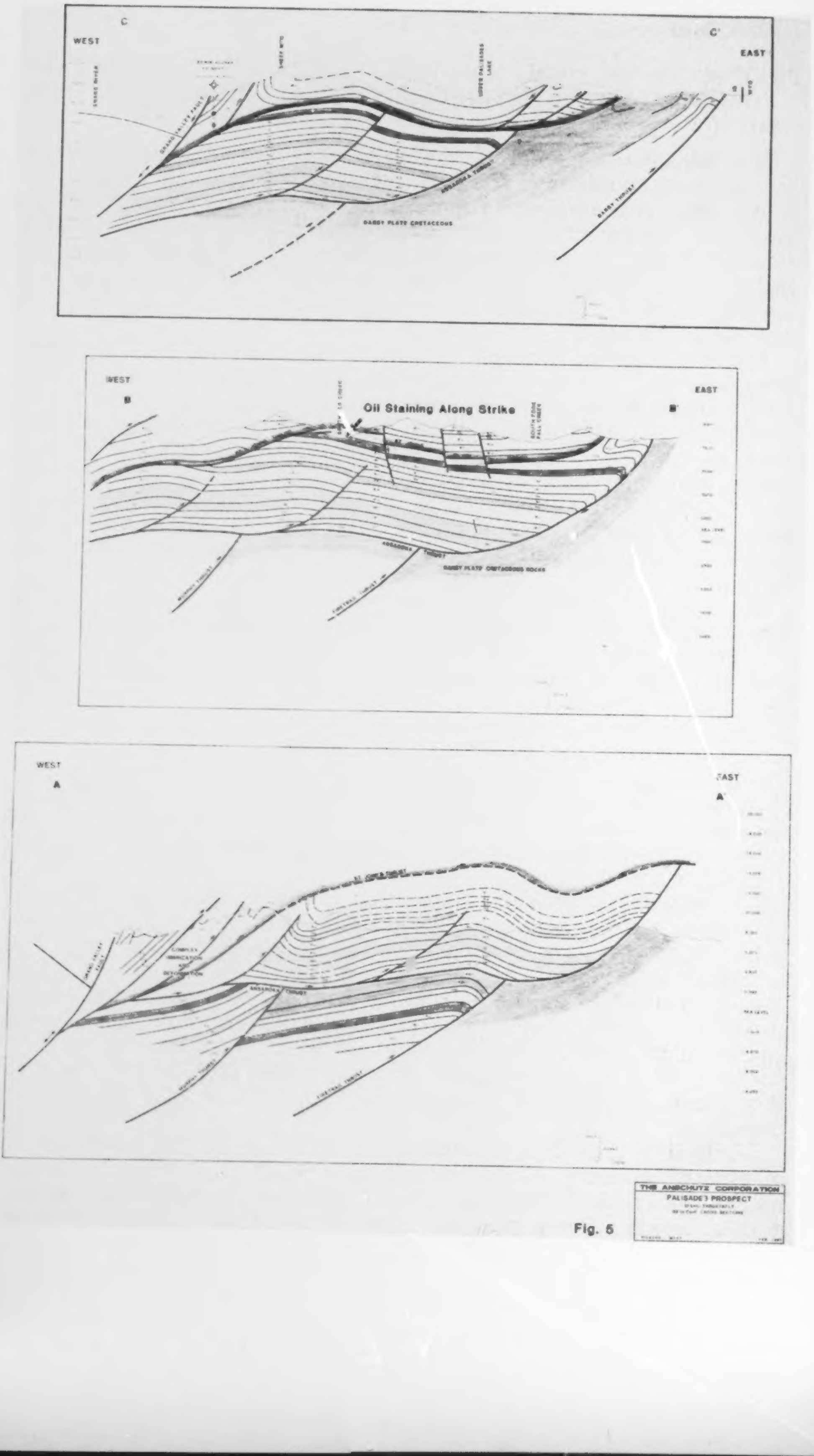

WEST
C
C'
EAST
SNAKE RIVER
GRAND VALLEY FAULT
SHEEP MTN
UPPER PALISADES LAKE
ABSAROKA THRUST
DARBY PLATE CRETACEOUS
DARBY THRUST
WYO
WEST
B
EAST
B'
Oil Staining Along Strike
SOUTH FORK FALL CREEK
ABSAROKA THRUST
DARBY PLATE CRETACEOUS ROCKS
SEA LEVEL
WEST
A
EAST
A'
COMPLEX IMBRICATION AND DEFORMATION
ABSAROKA THRUST
SEA LEVEL
THE ANSCHUTZ CORPORATION
PALISADES PROSPECT

Fig. 5

Senator McClure. Thank you very much.

Dick Marshall.

STATEMENT OF DICK MARSHALL, LEGISLATIVE COMMITTEE CHAIRMAN, IDAHO WATER USERS ASSOCIATION, INC., JEROME, ID

Mr. Marshall. Senator McClure, Governor Andrus, Senator Symms, and members of the committee.

My name is Dick Marshall of Jerome, Idaho, and I appear before you today as legislative committee chairman of the Idaho Water Users Association. Our association represents approximately two thirds of the irrigated agricultural land in Idaho and as such we are significantly involved in all legislation impacting water resources in our state.

The multiple use concept of natural resources has been an effective, practical way to manage natural resources, particularly our forest lands. With proper management and planning, grazing, logging, mining, agricultural development, and other uses have benefited man and our resource base in Idaho. I do not intend to suggest to you today that the boundaries you have put on these wilderness areas are inappropriate, since that would take a great deal more study and analysis than we are prepared to commit. These decisions and comments we will leave to the mining and timber interests.

Since we are a water resource group, however, I would like to direct my comments to section 302(a) of the legislation relating to state water allocation authority. We have seen many efforts in the past to usurp the state's rights in water allocation. This seems to be an ever growing popular concept in the federal government. Many agencies, at the urging of preservation groups, are making strong efforts to convince Congress and the individual states that the federal government can better manage water resources, particularly in the west, and that Congress has given them that mandate. We do not believe this to be true and are prepared to commit whatever resources necessary to maintain state's rights in water allocation procedures.

The language contained in section 302(a) is language that protects state's rights and yet allows the federal government to establish a right to waters necessary for the purposes of wilderness. The language establishes a method whereby a finite amount of water may be quantified by the federal government to be included within the state's water rights procedures which will allow the federal government to know exactly how much water it has for its purposes as well as allowing the citizens of the state to be aware of how much water is left unappropriated for use outside the wilderness area.

While it is true that wilderness designations in the head waters of stream systems do not create significant problems for water users downstream, the ever growing effort of establishing new wilderness areas elsewhere in our state dictate that language such as that included in section 302(a) must be included in this and all wilderness legislation for the future. Idaho has many ongoing studies relating to wilderness, particularly on Bureau of Land Management lands. These proposed wilderness areas are not in the head waters of basins, and to allow an unquantified water right to be established outside the state process would create havoc for water users, both upstream and downstream, from any wilderness that might be so designated. It is for this reason we insist that in any wilderness legislation proposed for Idaho, language equivalent to section 302(a) must be contained. Federal agencies must be required to quantify water for wilderness purposes wholly within the state water right system. To do otherwise usurps the state's rights for allocation of water and will create controversy damaging to the passage of any Wilderness Bill.

I thank you for the opportunity to provide to you these comments today in behalf of the Idaho Water Users Association.

[Applause.]

[The prepared statement of Mr. Marshall follows:]

Representing Over 2,000,000 Acres of Irrigated Land

Idaho Water Users Association, Inc.

AFFILIATED WITH NATIONAL WATER RESOURCES ASSOCIATION
410 S. ORCHARD SUITE 144 BOISE, IDAHO 83705
TELEPHONE 344-8690

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TESTIMONY ON

S-2055

BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

MARCH 10, 1988

IDAHO FALLS, IDAHO

Mr. Chairman and Members of the Committee:

My name is Dick Marshall of Jerome, Idaho, and I appear before you today as Legislative Committee Chairman of the Idaho Water Users Association. Our Association represents approximately 2/3 of the irrigated agricultural land in Idaho and as such we are significantly involved in all legislation impacting water resources in our state.

Over the past several years there have been many efforts to establish new wilderness in our state. Many of these efforts would have significantly impacted water resources within our boundaries. It has been our position for many years that our forests as well as the rest of our natural resources should be used for the greatest benefit to man. The multiple use concept of natural resources has been an effective, practical way to manage natural resources, particularly our forest lands. With proper management and planning, grazing, logging, mining, agricultural development, and other uses have benefited man and our resource base in Idaho. We would like to see multiple use be continued on all of our public lands in Idaho, but we realize that other interests have strong desires to commit significant additional acreage to wilderness. While we feel that wilderness designation is an unusually restrictive designation of public lands and limits the use of our resources to a select few, we would agree that certain portions of our national forests could be put into the wilderness system without significant impact to our resource base. I do not intend to suggest to you today that the boundaries you have put on these wilderness areas are inappropriate, since that would take a great deal more study and analysis than we are prepared to commit. These decisions and comments we will leave to the mining and timber interests.

Since we are a water resource group, however, I would like to direct my comments to Section 302(a) of the legislation relating to state water allocation authority. We have seen many efforts in the past to usurp the state's rights in water allocation. This seems to be an ever growing popular concept in the federal government. Many agencies, at the urging of preservationist groups, are making strong efforts to convince Congress and the individual states that the federal government can better manage water resources, particularly in the west, and that Congress has given them that mandate. We do not believe this to be true and are prepared to commit whatever resources necessary to maintain state's rights in water allocation procedures.

The language contained in Section 302(a) is language that protects state's rights and yet allows the federal government to establish a right to waters necessary for the purposes of wilderness. The language establishes a method whereby a finite amount of water may be quantified by the federal government to be included within the state's water rights procedures which will allow the federal government to know exactly how much water it has for it's purposes as well as allowing the citizens of the state to be aware of how much water is left unappropriated for use outside the wilderness area.

While it is true that wilderness designations in the head waters of stream systems do not create significant problems for water users downstream, the ever growing effort of establishing new wilderness areas elsewhere in our state dictate that language such as that included in Section 302(a) must be included in this and all wilderness legislation for the future. Idaho has many on-going studies relating to wilderness, particularly on Bureau of Land Management lands. These proposed wilderness areas are not in the head waters of basins and to allow an unquantified water right to be established outside the state process would create havoc for water users, both upstream and downstream from any wilderness that might be so designated. It is for this reason we insist that in any wilderness legislation proposed for Idaho, language equivalent to

Section 302(a) must be contained. Federal agencies must be required to quantify water for wilderness purposes wholly within the state water right system. To do otherwise usurps the state's rights for allocation of water and will create controversy damaging to the passage of any wilderness bill.

I thank you for the opportunity to provide you with these comments today in behalf of the Idaho Water Users Association.

Respectfully submitted,

Dick Marshall

DM:kje

Senator McClure. Thank you very much. I think we have come to a point where it would be helpful to have a five-minute break. Before doing that, however, I want to again remind the members of Panel No. 3 they will be on next, they will be on the stand immediately following the break, and if Rick Price, Ralph Maughan, Karl Holte, Louisa Wilcox, would take seats over here, and Jerry Jane, Peter Cole and Tom Pomeroy in seats on this side immediately following the break, and then members of Panel No. 4 could take seats down front following the break, we will expedite our process. Those members of course are Idaho Outfitters and Guides Association, Bob Anderson; Blue Ribbon Coalition, Clark Collins; Idaho Snowmobile Association, Doyle Ganske; Idaho Hunters Association, George Detweiler; Idaho Falls Trail Machine Association, Phillip West; Western Saddle Riders, Gene Baker; Trout Unlimited-Upper Snake River Chapter, Marv Hoyt, if you people would take seats down front immediately following the break. We will have a five-minute recess.

[Short recess.]

Senator McClure. The first witness, Rick Price.

STATEMENT OF RICK PRICE, PRESIDENT, BOARD OF DIRECTORS, IDAHO CONSERVATION LEAGUE, POCATELLO, ID

Mr. Price. Thank you, Senator. I am glad for the opportunity to give my views on the Idaho Forest Management Act of 1988. My name is Rick Price. Today I am speaking on behalf of Idaho's largest conservation organization, the Idaho Conservation League. We have over 1,300 members statewide. I am the president of the board of directors for the league.

Senator McClure, you have said that these hearings are to find out if there are any gross errors in the bill that you and Governor Andrus have written. I am here today to tell you that there are many gross errors and to tell you what some of them are.

First of all I am concerned with the fact that there are eight different types of special management language in this bill. The special management language usurps the authority of the Forest Service. The element of public input that is an integral part of the forest planning process is completely eliminated for the areas that will be managed under the special management language. This language has no business in a bill that's designating wilderness.

An example of the special management language is section 103. This language calls for a cut of, and I quote, 3 million 500 thousand board feet of additional allowable sales quantity of timber, end quote, this is annually, in an area designated A on a map of the Panhandle National Forest. This timber cut is beyond what is called for in the forest plan. The bill does not mention the fact that the area designated A on the map is presently being managed for grizzly bear habitat.

Also on the subject of the bill's language, the last section of the bill, section 309, must be eliminated. If this section were to become law, any divot left by a Jeep that has been cruising cross country will be called a road. And any of these newly defined roads can eliminate an area from wilderness designation. Wilderness designation should cure the abuses of past ORV damage. This section of the bill enshrines these same abuses.

Little attention has been given in this bill to the protection of habitat for fish and other wildlife. The Idaho Department of Fish and Game, our state agency that is in charge of watching over our wildlife, in assessing the management of our roadless lands, found 1,800,000 acres of land that were of critical importance to the protection of habitat for our fish and game. They felt the best way to protect this land was wilderness designation. Of the Idaho Department of Fish and Game's essential 1,800,000 acres, only one third or 600,000 acres are designated wilderness by the bill we are discussing today. Much of the rest of these critical nonwilderness 1,200,000 acres are being managed for timber harvest under special management language.

Many of the ecologically important areas that aren't in this bill are here in Eastern Idaho. These areas should be included as wilderness in the bill. They are the Caribou area and the Stump Creek area of the Caribou National Forest, the Garns Mountain area, the Centennial and Lemhi Mountains; the Palisades area should be expanded to the east and the west; the Mount Borah area should be expanded to the south, and Cache Crest should be included.

Wilderness designation is the best protection for the fastest and perhaps only growing area of Idaho's economy, tourism. Clean water and rich, verdant, unroaded land are essential for our tourist industry. The water, the land, the scenery, and the wildlife are what bring people to Idaho.

After listening to the arguments of the motorized vehicle enthusiasts, one would think that we seek to ban all gasoline engines in Idaho. In fact, when you study a map with our wilderness proposal marked on it, which I have here—I don't even know if you can see the proposal in the back—you see what a minified amount of land we are trying to protect. If you take another step backward and look at a map of the United States with our proposal marked on it, not only does our proposal seem minified, but the completely roaded lands in the other 47 states show the unique value of Idaho's wilderness.

As we approach our Centennial anniversary of statehood one's thoughts are drawn to what sort of legacy we will be leaving to the citizens of this state one hundred years from now. Will Idaho still have high quality waters that support fish that travel 900 miles home to re-create their kind? Will there be the huge herds of elk that we see today? Will people camping along a clear moonlit stream once again hear the howl of a wolf? Will people be able to leave the headaches of 21st century life behind them as they immerse themselves in the solitude and the timeless struggles of nature?

The Idaho Travel Council came up with a slogan to attract tourists to our state. It is "Discover the undiscovered America." Will we be able to say that when our streams are running muddy? Will anyone be able to hear us say it over the noise of dirt bikes and snowmobiles in our back country?

The Idaho Forest Management Act is not enough. Language needs to be changed and boundaries need to be substantially expanded to protect both the wildlife and the people whose existence depend on it. Unless there are major changes in the bill as written, Idaho would be better off without it.

Thank you.

[Applause.]

[The prepared statement of Mr. Price follows:]

Idaho Conservation League
Box 844 Boise, Idaho 83701 (208) 345-6933

Statement for the hearing record,
S.2055 Idaho Forest Management Act Of 1988
March 10, 1988
Idaho Falls, Idaho

I am glad for the opportunity to give my views on the Idaho Forest Management Act of 1988. My name is Rick Price. Today I am speaking on behalf of Idaho's largest conservation organization the Idaho Conservation League. We have over 1300 members statewide. I am the President of the Board of Directors for the League.

Senator Mclure, You have said that these hearings are to find out if there are any gross errors in the bill that you and Governor Andrus have written. I am here today to tell you and the rest of the committee that there are gross errors and to tell you what some of them are.

First of all I am concerned with the fact that there are eight different types of special management language in this bill. The special management language usurps the authority of the Forest Service. The element of public input that is an integral part of the forest planning process is completely eliminated for the areas that will be managed under the special management language. This language has no business in a bill that is designating wilderness.

An example of the special management language is **Sec. 103. (a)(1).** This language calls for a cut of "Three million five hundred thousand board feet additional allowable sales quantity of timber," in an area designated "A",on a map of the Panhandle National Forest. This cut is beyond what is called for in the forest plan. **The bill does not mention the fact that the area designated "A" on the map is presently being managed for Grizzly Bear habitat.**

Also on the subject of the bill's language, the last section of the bill **Sec. 309. (a) must be eliminated.** If this section were to become law any divot left by a jeep that has been cruising cross country will be called a road. And any of these newly defined roads can eliminate an area from Wilderness Designation. Wilderness Designation should cure the abuses of past ORV dammage. This section of the bill enshrines these same abuses.

In most cases the Idaho Forest Management Act designates Wilderness only for land that can not be used for anything else. Most of the protected land is what Governor Andrus calls "Defacto wilderness," that is land that will remain as is because no one wants it for any exploitive reasons. Little attention has been given in this bill to the protection of habitat for fish and other Wildlife.

The Idaho Department of Fish and Game, our state agency that is in charge of watching over our wildlife, in assessing the management of our roadless lands found 1,800,000 acres of land that were of critical importance to the protection of habitat for our fish and game. They felt the best way to protect this land was Wilderness designation. Of the Idaho Department of Fish and Game's essential 1,800,000 acres, only 1/3 or 600,000 acres are designated Wilderness by the Bill we are discussing today. Much of the rest of these critical nonwilderness 1,200,000 acres are being managed for timber harvest under "Special management language."

Many of the ecologically important areas that aren't in this bill are here in eastern Idaho. These areas include:

The Caribou Area of the Caribou National Forest is home to healthy populations of moose, deer, black Bear, and elk. Part of this area, Caribou Mountain, drains into Gray's Lake National Wildlife refugee. Grays Lake is home for the endangered Whooping Crane. The area also contains stream habitat for the Fine Spotted Snake River cutthroat Trout, A designated Species of Special Concern by the Idaho Department of Fish and Game.

The Stump Creek area is also part of the Caribou National Forest. Stump Creek contains Valuable elk winter range. One of the highest concentrations of elk in Idaho needs Stump Creek for its survival. The unstable soils in this area make it unsuitable for development. **Both the Caribou and Stump Creek areas should be designated Wilderness.**

I find problems with the areas of the Palisades proposed Wilderness. Critical parts of the Palisades area are left out of the bill. In places the boundaries are arbtrarily drawn. The **Garns Mountain area should be part of the Palisades Wilderness.** Also I see no reason to leave out the area around Rainey Creek on the western end of the Palisades Peaks. The southeastern corner of the Palisades area, by the Wyoming border, should also be designated Wilderness as there is no reason to leave this area out.

The boundaries that are given on the west side of the Bear Creek area, south of Palisades Resevoir, are the most poorly drawn in the entire bill. I refer to the straight north-south line that cuts across ridges and creeks. This makes no sense at all. The boundrary shoid be changed to include Commissary Ridge and Falls Creek. Changing this western boundary will make the Palisades area easier for the Forest Service to manage.

There are many reasons Why **the Centennial mountains must be designated Wilderness.** The Centennials are a critical part of the Greater Yellowstone Grizzly Bear's range. The area borders and forms the water shed for Red Rocks National Wildlife Refugee, home of the rare Trumpeter Swan. The Montana side of the Centennials is also being proposed for Wilderness. The Continental Divide National Scenic Trail will traverse the length of these mountains.

So far my testimony has concentrated on ecological reasons why parts of our glorious state must stay forever wild. There are many other reasons to support more wilderness designation that are just as valid. Scenic grandeur, water shed protection, and Leaving sufficient area for people to get away from modern life are all reasons to support increased Wilderness protection.

The Lemhi Mountains and a larger portion of the Mount Borah area should be designated Wilderness.

Wilderness Designation is the best protection for the fastest and perhaps only growing area of Idaho's economy, tourism. Clean water, and rich verdant, unroaded land are essential for our tourist industry. The clean water, the land, the scenery, and the wildlife are what bring people to Idaho. Wilderness designation best protects these assets.

After Listening to the arguments of the motorized vehicle enthusiasts one would think that we seek to ban all gasoline engines in Idaho. In fact, when you study a map of Idaho with our wilderness proposal marked on it you can see what a small percentage of the state is being protected. If you take another step backward and look at a map of the United States, not only does our proposal seem minified, but the completely roaded lands in the other forty seven states show the unique value of Idaho's wilderness. While it is true that this debate is taking place in Idaho, it is obvious that more than Idahoans need to be concerned.

As we approach our centennial anniversary of statehood one's thoughts are drawn to what sort of legacy we will be leaving to the citizens of this state one hundred years from now. Will Idaho still have high quality waters that support fish that travel 900 miles home to recreate their kind? Will there be the huge herds of elk that we see today? Will people camping along a clear moonlit stream once again hear the howl of a wolf? Will people be able to leave the headaches of twenty-first century life behind them as they immerse themselves in the solitude and the timeless struggles of nature?

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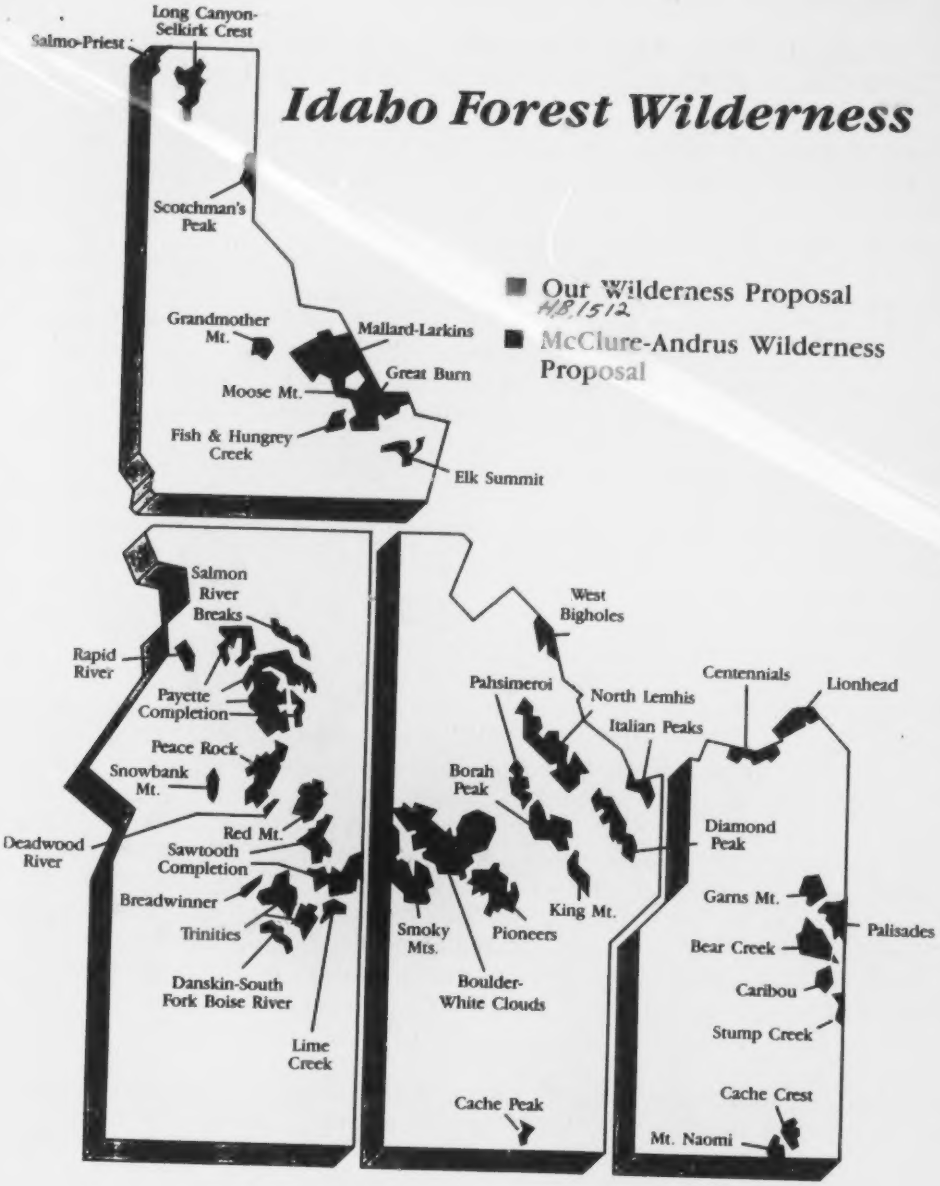
The Idaho Forest Management Act is not enough. Language needs to be changed and boundaries need to be substantially expanded to protect both the wildlife and the people who's existance depends on it. Unless there are major changes in the bill as written Idaho will be better off without it.



Idaho Forest Wilderness

■ Our Wilderness Proposal
H.B. 1512
■ McClure-Andrus Wilderness Proposal
Salmo-Priest
Long Canyon-Selkirk Crest
Scotchman's Peak
Grandmother Mt.
Mallard-Larkins
Great Burn
Moose Mt.
Fish & Hungrey Creek
Elk Summit
Salmon River Breaks
Rapid River
Payette Completion
Peace Rock
Snowbank Mt.
Deadwood River
Red Mt.
Sawtooth Completion
Breadwinner
Trinities
Danskin-South Fork Boise River
Lime Creek
West Bigholes
Pahsimeroi
North Lemhis
Italian Peaks
Borah Peak
Centennials
Lionhead
Diamond Peak
King Mt.
Smoky Mts.
Pioneers
Boulder-White Clouds
Cache Peak
Garns Mt.
Palisades
Bear Creek
Caribou
Stump Creek
Cache Crest
Mt. Naomi

Senator McClure. Ralph Maughan.

STATEMENT OF RALPH MAUGHAN, EXECUTIVE COMMITTEE, NORTHERN ROCKIES CHAPTER, SIERRA CLUB, POCATELLO, ID

Mr. Maughan. Thank you, Senator, Governor, it's nice to be here today. As senator it seems like we did this more years ago, and you are to be complimented for plunging back in the thicket. I know I have gotten gray over the years on this issue and you are as distinguished as ever.

We do have some problems with this legislation that's currently written and we hope that they can be cleaned up so that the bill will pass Congress and this issue will be resolved. Unfortunately we think that unless some of these are taken out, the bill might sink of its own weight, and let me try to highlight some of these.

In section 103 there is a mandated sale quantity on the Idaho Panhandle National Forest of 283.5 million board feet. That's introduced by the phrase, I believe, "all other laws to the contrary notwithstanding." That seems like it would be a red flag to your colleagues in the Senate to take a look at that and maybe defeat the legislation that's in. We could use the example of Senator Cranston in California or Senator Mitchell in Maine had a provision for a project for a local area and they wanted to waive all federal law. I think that would have a hard time getting through the Senate. So we hope that you will take a look at that.

Then in the French Creek management area there is a lot of what sounds like environmentally oriented language, if I may quote from page 15, for example. It says ecotones shall be created in timber sale units by unit design. Is that anything really different than saying that there is going to be edges to clear-cuts? And then further on it talks about the protection of big game wallows and licks. It says no timber harvest of any kind shall occur near the wallows or licks during the rut. Now, how do you tell if an elk is in a rut or just wallowing? It seems to me like we are going to have to have government bureaucrats out there taking their temperature. This is getting the federal government involved in sex, it seems to me, and maybe we ought to notify Senator Helms about this bill.

Another example is the Smoky Mountains in the special management areas designation for recreation but it seems to have very little content in it except for we do have separate motorized recreational trails and trails for motorized recreation is prohibited. This is really some kind of a new innovation, and I am not sure where it came from, but the executive director of the Blue Ribbon Coalition ran this finally a couple of years ago, and perhaps I should have discouraged him a little more, but thinking about this, what's going to happen if people do walk on these trails that are supposed to be motorized vehicle only. Are they going to be busted? Is Idaho going to be the first state to bust people for walking in the mountains? What if one of their vehicles breaks down? Will they have to wait there by their vehicle until they are rescued in order to not risk a fine? What if they have to relieve themselves? Can they walk down the trail or do they have to directly go to a bush? I think something like this could hold part of this bill at least up for ridicule and it ought to be thought about and changed and some real things be added to the special management areas or they ought to be done away with entirely or, as we propose, designated as wilderness.

The final section in the bill, section 309, which Mr. Price just alluded to, defines roads in a new way, as any parallel track, and then excludes those from any proposed wilderness boundaries. Now, the press has stated that this bill was well thought out, nearly perfect, and that very few changes would be entertained. The fact that this is in here seems to indicate that it's not well thought out and you don't really know where the boundaries should be. A good example is the Bear Creek proposal on the west side of the Palisades Reservoir. For ten miles that boundary follows the section line, cuts across all the landscape, and, in fact, one of the things that's most notable about the Bear Creek area is the existence of long parallel ridges that run towards the northwest, the very sort of thing that you would normally locate a boundary line. We urge that the boundaries be modified so they can be located for those people who want to go to the wilderness and those who want to obey the regulations will know where the boundaries are.

Now a word about Diamond Peak, the southern part of the Lemhi Range. Representative Stallings asked the Sierra Club and the executor director of the Blue Ribbon Coalition to sit down to see if we could amicably work out an agreement on the Diamond Peak area which would provide for continued motorized recreation use in those areas where it was popular and for wilderness in the remaining areas. So I sat down with the director, Clark Collins, and we came up with a proposal right here signed, and it split the area in two, it put Diamond Peak Wilderness and smaller Saddle Mountain Wilderness. We gave it to Governor Andrus and I believe he promised it would be in the bill and it wasn't. We think an amiable thing like this should be pursued, not something that should be ignored.

Thank you for the opportunity.

[Applause.]

[The prepared statement of Mr. Maughan follows:]

TESTIMONY
NORTHERN ROCKIES CHAPTER, SIERRA CLUB
ON
S. 2055, "THE IDAHO FOREST MANAGEMENT ACT OF 1988"

PUBLIC LANDS SUBCOMMITTEE
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

MARCH 10, 1988
IDAHO FALLS, IDAHO

by Ralph Maughan

Senator McClure, I'm happy to testify about S. 2055, "The Idaho Forest Management Act of 1988," on behalf of the the Northern Rockies Chapter of the Sierra Club.

My name is Ralph Maughan. I"m a Club volunteer, presently serving on the chapter executive committee. Our chapter includes Idaho and the easternmost portion of Washington state. Presently we have about 1900 members.

Protection of the roadless lands has long been a concern of the Sierra Club and of myself. I helped to develop the proposals wilderness preservation of these lands in RARE 1 in 1972, RARE 2, in 1978, and the present proposal of the Idaho Wildlands Defense Coalition. I have visited all of the IWDC proposals in Eastern Idaho a number of times. My wife and I are co-authors of the popular trail guide, Hiker's Guide to Idaho (Helena, MT: Falcon Press, 1984).

The disposition of the roadless national forest lands in Idaho has been a long-standing issue. So has management of national forests of Idaho. Senator, you deserve credit for, once again, trying to make headway on these issues.

Unfortunately, the legislation, S. 2055, you recently introduced has grave flaws. We doubt Congress will let it pass unless major modifications are made.

The National Wilderness Preservation System was established in 1964 and provides for a uniform standard of wilderness management and protection throughout the nation. Occasionally, minor management modifications have been allowed in units added to the system after 1964. These were made in order to take into account special local conditions and for political reasons. S. 2055, however, makes so many modifications that wilderness areas designated in Idaho would effectively be managed under weak and different standards than the rest of the nation. S. 2055 also affects not only new wilderness areas designated therein, but also existing areas including the Selway-Bitterroot Wilderness which was one of the orginal wilderness areas of 1964.

> Section 301 weakens wilderness protection regarding predators.
>
> Section 302 strips all Idaho wilderness areas of water rights.
>
> Section 305 not only permits continued use of backcountry airstrips already in use (something allowed in the original Wilderness Act), it mandates their continued use.
>
> Section 308 deals with what is perhaps overly restrictive Forest Service policy regarding caches by grandfathering all outfitter and guide practices.
>
> Section 309 establishes a new definition of "road" as a parallel track and states that the boundaries of designated wilderness areas may not be the actual boundaries if "roads" are later found inside of the legal boundaries. This would result in odd boundaries and management difficulties. It also indicates that the

boundaries in S. 2055 are not well thought out and are based on a lack of information. What other explanation is there for such a provision?

This legislation also attempts to resolve details of forest management in favor of development groups by legislating portions of national forest plans that are currently under appeal. It legislatively establishes an excessive allowable sale quantity for the Idaho Panhandle National Forests and puts details of the Clearwater Forest plan (management prescriptions) into statutory law. In establishing a 283.5 million board foot ASQ for the Idaho Panhandle National Forests, **all other laws to the contrary are waived.** This is extraordinary, we oppose it, and it would seem to be a magnet for congressional opposition to this bill.

In the Soldier and Smoky Mountains of south central Idaho, S. 2055 establishes special management areas to protect the country for recreational use. The legislation then fails to provide for any special management inside of the special management areas except to say that there will be designated motorized and non-motorized trails of some type and that their use will be rotated in some fashion. Even this is curious because there is presently little conflict between uses in these two mountain ranges. Why do you think these special management areas to be necessary?

Senator, we ask that this legislation be changed to eliminate the forest management aspects and the miscellaneous provisions relating to designated wilderness areas. Otherwise, the bill will sink of its own weight.

Now we would like to turn our attention to specific areas proposed for wilderness designation in this bill and other selected roadless areas in our long-standing proposal for wilderness designation.

Mt. Naomi-

This is a logical extension of the Mt. Naomi Wilderness in Utah, which presently ends abruptly at the state border. The area presently gets little recreation use. The inclusion of Sugar Creek in this legislation provides a destination for hikers and riders. The area is a very scenic backdrop for Cache Valley.

Palisades-

We are pleased that you propose a Palisades Wilderness with units on both sides of Palisades Reservoir, including portions of the inventoried Palisades, Poker Peak, and Bear Creek roadless areas. We are sorry to see that Rainey Creek was left out of the eastern portion, however.

Rainey Creek is very important wildlife habitat and a good fishery that the Forest Service has managed increasingly for semi-primitive recreation in recent years. It consists mostly of its two forks, North and South Rainey Creek and a loop trail that connects them.

Regarding dirt bike use in Rainey Creek, since you propose allocation of the Garns Mountain, Caribou, and Stump Creek roadless areas to dirt bike use (over 300,000 acres of roadless land that is excellent big game habitat), asking that the Rainey Creek drainage be added seems like a small matter.

The proposed west boundary of the Bear Creek portion of the Palisades Wilderness shows lack of on-the-ground familiarity. For many miles you propose locating it on section lines. While location of wilderness boundaries on section lines is often an unavoidable necessity, the topography in this area provides a much superior alternative. There are a number of long parallel ridges that run from the northwest to the southeast. The boundary should be on one of these prominant ridges. A good location would 300 feet from the center of Skyline Drive, a scenic dirt road that goes for miles along the top of the westernmost ridge in this portion of the Caribou Mountains. This would be the least expensive, most easily enforced boundary.

Designation of the Bear Creek roadless area as wilderness free of vehicles will provide the option of a quality hunting experience in an area (the Caribou mountain range) of large elk populations. The same is true of designation of the Poker Peak roadless area portion. Poker Peak is also an extremely unstable area poised right above the reservoir. Wilderness will protect the reservoir. Bear Creek itself is an important spawning trout spawning stream and fishery.

Borah Peak-

Your proposal is a big disappointment. The entire Borah Peak area was proposed by the Challis National Forest for wilderness designation in RARE I, RARE II, and in the recent forest plan. The area has never been controversial. It has no commercial timber, minerals, proposed dams, and few trails. The area south of Mt. Breitenbach which is excluded in your proposal is just as scenic and lofty as the more northerly part. Its edge is also slightly more accessible to the public (better roads).

Diamond Peak (southern Lemhi mountains)-

This high mountain range is similar to the Borah Peak area. It is less well known and has even fewer trails. It is closer to the population centers of Eastern Idaho (an hour from Idaho Falls and two hours from Pocatello). It is also in a rain shadow. This makes the area available for a mountain backcountry hike or horse ride as early as March and as late as November.

Last year, at the request of Congressman Richard Stallings we sat down with the Blue Ribbon Coalition and negotiated a proposal for a wilderness that met the objections of this ORV interest group. It provided that the area would be broken into two portions -- a Diamond Peak Wilderness and a Saddle Mountain Wilderness. This proposal provided for ORV loop trails continued use in Pass Creek and the North Fork of Eightmile Creek, the only area with substantial use.* Most of the rest would be designated Wilderness.

Congressman Stallings submitted this, our signed agreeement, to Governor Andrus. We were surprised when the Diamond Peak and Saddle Mountain wildernesses did not appear in S. 2055.

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*We could not come to an agreement about use in one canyon -- Rocky Canyon on the Targhee National Forest.

We believe that an amiably-produced product should as this proposal should be encouraged, not ignored. We urge you to add it to this legislation.

The White Clouds and Boulder Mountains-

Except for the Sawtooth Range, the White Cloud Peaks are perhaps the best known of Idaho's mountains. They also contain the largest undesignated roadless area left in the national forests of Idaho (about 430,000 acres including the contiguous Boulder Mountains).

Backcountry use in this roadless area presently is almost entirely of the non-motorized variety. The final Sawtooth forest plan states that non-motorized recreation use of the Boulder/ White Cloud roadless area is about 45,000 visitor days annually. Motorized use of the roadless area amounts to **only 500 visitor days** a year,* this minor use occurs despite the fact that about 100 miles of trail in the roadless area is open to motorized vehicles.

It is absurd then that this legislation proposes a wilderness that does not even include the Boulder Mountains, splits the White Clouds mountains in two with a dirt bike corridor in Germania Creek and accommodates ORV use everywhere except in the very core of the White Cloud Peaks even though hikers and equestrians apparently use the roadless area by a ratio of 90:1 over ORV's.

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*Appendix, Final Sawtooth Forest Plan, page C-117.

Italian Peaks-

Wilderness designation of the Italian Peaks, the highest part of the Beaverhead mountain chain, has never been controversial in Idaho or Montana.* The area has an abundance of wildlife including elk, moose, bighorn, and mountain goat. Its magnificence is largely hidden by surrounding lower mountains and its distance from highways (particularly the Montana portion). We disagree with your proposal by the inclusion of two cherry stems of old jeep tracks, in Scott Canyon and Willow Creek. The acreage is trivial, but cherry-stems eliminate the bottom of the canyon (where 99 per cent wish to travel) from the wilderness. The effect on wilderness use is anything but trivial.

Press reports indicate that you believe the Scott Canyon cherry stem is needed to allow the grazing permittee to continue to service the trough and spring at the head of the canyon. In fact, the original wilderness act permits continued vehicular access to accomplish this. So does S.2055. It appears this cherry stem exclusion is redundant. We also understand that the Targhee National Forest intends to pipe the spring water down-canyon to an improved location for livestock watering.

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*In recent years some dirt bike interest groups have expressed concern about the Italian Peaks because that group's trail maintenance in the area. A check with the Targhee National Forest indicates that a small amount of trail maintenance may have been accomplished between Scott and Italian Canyons back in 1983. For a number of years a consensus process was attempted in Montana to resolve the RARE 2 wilderness controversy. That process failed, but one of the few areas all participants in the process were able to agree on was the Montana portion of the Italian Peaks as wilderness.

The Pioneer Mountains-

Your proposal for the Pioneer Mountains, the second highest mountain range in Idaho, leaves out the spectacular Fall Creek Valley, Standhope Peak, Goat Lake (the highest lake in Idaho). This is often regarded and the most scenic and the most primitive part of the mountain range. This exclusion is difficult to understand. It has never appeared in any Forest Service recommendations in RARE 1, RARE 2, or the Challis Forest Plan. Moreover, the adjacent area with minor mineralization in Wildhorse Creek is included in your proposal. The Pioneer Mountains are close to the tourist center of the Big Wood River Valley. There is general support in the Hailey-Ketchum-Sun Valley•vicinity in favor of wilderness designation. Ample opportunities exist in the area for non-wilderness types of outdoor recreation, but no roadless area in the vicinity has to date received the congressional protection it deserves.

Senator McClure. Thank you very much.
Karl Holte.

STATEMENT OF KARL HOLTE, BOARD OF DIRECTORS, IDAHO WILDLIFE FEDERATION, POCATELLO, ID

Mr. Holte. Senator McClure, Governor Andrus, Senator Symms, and committee members.

The Idaho Wildlife Federation welcomes this opportunity to make comments and to have input on the Idaho Forest Management Act of 1988.

My name is Karl Holte. I am on the board of directors of the Idaho Wildlife Federation and am past president of this organization which has approximately 1,700 members. The Idaho Wildlife Federation is composed of clubs from around the state and of associate members both from within and without the State of Idaho. Our members come from all sorts of walks of life, but hunting and fishing are common interests of most. We are an organization which believes in the wise use of our resources. These uses must ensure that current use does not result in degradation that makes future uses impossible. There are some provisions or mandates in this bill which protect jobs now at the expense of the future. Some of the mandated harvests will result in jobs now which will soon end and the result will be that Idaho will be the Appalachia of the future. Proper protection of Idaho's habitats and resources would result in Idaho's continuing to be the Gem State both in terms of long range employment, recreation, wildlife paradise and quality of life.

The bill as we understand it establishes several special management areas. Some of these are in lieu of wilderness. Other areas promote exploitation of timber or promote off road vehicle use. In some areas walking or horseback riding on the trails is to be illegal. And, as Ralph Maughan pointed out, what happens if the ORV breaks down? In some instances the provisions for management of these areas simply reiterate sound management for true multiple use, which we believe in, leaving the inference that areas outside the scope of this bill will be developed without due regard for wildlife, watershed, fisheries, and scenic values. This would not be true multiple use.

We have 13 special concerns: 1. Mandated timber sales which exceed those of the forest plan of the Panhandle National Forests. This removes from the forest supervisor choices which he has been educated to make and forces cutting which may result in the degradation of other resources such as hunting, fishing, watershed and recreation.

2. The statement includes the wording, "notwithstanding any other provision of law." This, as we understand it, means that the required harvest must be made even if it violates other laws, such as the Organic Act, the Endangered Species Act, the Clean Water Act, the National Forest Management Act, the National Environment Protection Act, and even the previous Wilderness Act.

3. Special management areas in the Mallard-Larkins area, ostensibly designed to promote big game habitat, actually provide what we believe is insufficient protection to accomplish their stated pur-

pose. Critical portions such as FOEHL Creek and Buck Creek were left out of the proposed wilderness designation.

4. Special management of the South Fork of the Salmon River mandates not the river recovery, but retention at its present level, which is about 20 percent of capacity. This reduced capacity has resulted from sedimentation from previous logging operations. The proposal that sediment could be removed would result in costs that would far exceed the value of the timber harvested. We have seen the results of dredging on rivers, for example, the Yankee Fork.

5. The guidelines for special management areas in lieu of wilderness in Southern Idaho are designed specifically for motorized vehicles. While they reiterate good management for such vehicles in many multiple use areas, they may not be sufficient for the batholith on which they appear, and they will certainly not afford the wildlife any protection from motorized access.

6. Water rights are reverted to the state, as we understand it. The federal agencies may file but under Idaho laws it is first come and first served, and federal applications to protect wildlife, watershed, fisheries and other multiple uses, those would not be granted. This essentially makes second class citizens of those who do anything but develop, log, or irrigate.

7. The special provisions for guides and outfitters include that the Secretary of Agriculture may not prohibit the continuation of any commercial outfitting and guide establishments such as camps, caches, et cetera, without the consent of the Idaho Board of Outfitters and Guides.

8. The Secretary of Agriculture may not have the authority to close any air strip in designated wilderness areas for any reason, including safety and cost, unless prior approval is obtained from the Idaho Department of Transportation. There is no provision for financing such activities; thus, other projects would have to be eliminated to keep such air strips open. Some such strips are used only sparsely. For example, the Shearer Strip, which has about four landings per month. Apparently a permanent employee is going to be required to man that air strip to keep it open for those 48 landings a year.

The rest of our statement is in writing.

Senator McClure. It will appear in the record in full. Thank you very much.

[Applause.]

[The prepared statement of Mr. Holte follows:]

TESTIMONY
IDAHO WILDLIFE FEDERATION
ON
S. 2055, "THE IDAHO FOREST MANAGEMENT ACT OF 1988"
to

PUBLIC LANDS SUBCOMMITTEE
SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

MARCH 10, 1988
IDAHO FALLS, IDAHO

Senator McClure and Committee Members, The Idaho Wildlife Federation welcomes this opportunity to make comments and have imput on the Idaho Forest Management Act of 1988.

My name is Karl Holte. I am on the board of directors of the Idaho Wildlife Federation and am past president of this organization which has approximately 1700 members. The Idaho Wildlife Federation is composed of clubs from around the state and of associate members from both within and without the state of Idaho. Our members come from all sorts of walks of life, but hunting and fishing are common interests of most. We are an organization which believes in the wise use of our resources. These uses must insure that current use does not result in degredation that makes future uses impossible. There are some provisions or mandates in this bill which protect jobs now at the expense of the future. Some of the mandated harvests will result in jobs now which soon end, and the result will be that Idaho will be the Appalachia of the future. Proper protection of Idaho's habitats and resources would result in Idaho's continuing to be the "Gem State" in terms of long range employment, recreation, wildlife paradise and quality of life.

The bill as we understand it establishes several "Special Management Areas." Some of these are in lieu of Wilderness. Other areas promote exploitation of timber or promote off road vehicle use. In some areas, walking or horseback riding on the trails is to be illegal. What happens if the ORV breaks down? In some instances the provisions for management of these areas simply reiterate sound management for true multiple use, leaving the inference that areas outside the scope of this bill will be developed without due regard for wildlife, watershed, fisheries, and scenic values.

Special concerns are as follows:

1. Mandated timber sales which exceed those of the Forest Plan of the Panhandle National forests. This removes from the Forest Supervisor choices which he has been educated to make and forces cutting which may result in degredation of other resources such as hunting, fishing, watershed and recreation.
2. The statement includes the wording, "Notwithstanding any other provision of law." This means that the required harvest must be made even if it violates the Organic Act, The Endangered Species Act, The Clean Water Act, The National Forest Management Act, the National Environment Protection Act and even the previous Wilderness Act.
3. Special Management Areas in the Mallard-Larkins, ostensibly designed to promote big game habitat, actually provide insufficient protection to accomplish their state purpose. Critical portions such as Foehl Creek and Buck Creek were left out of proposed wilderness designation.
4. Special management of the South Fork of the Salmon River mandates not the river recovery, but retention at its present level of about twenty percent of capacity. This reduced capacity has resulted from sedimentation from previous logging operations. The proposal that sediment could be removed would result in costs that would far exceed the value of the timber harvested. We have seen the results of such dredging on the Yankee Fork.
5. The guidelines for Special Management Areas in lieu of Wilderness in Southern Idaho are designed specifically for motorized vehicles. While they reiterate good management for such vehicles in many multiple use areas, they may not be sufficient for the batholith on which they appear, and they will certainlly not afford the wildlife any protection from motorized access.
6. Water rights are reverted to the state. The federal agencies may file but under Idaho Laws, it is first come first served and federal applications to protect

wildlife, watershed, fisheries or other multiple uses, would not be granted. This essentially makes second class citizens of those who do anything but develop, log, or irrigate.

7. The special provisions for guides and outfitters include that the Secretary of Agriculture may not prohibit the continuance of any commercial outfitting and guide establishments such as camps, caches, etc. without the consent of the Idaho Board of Outfitters and Guides.
8. The Secretary of Agriculture may not have authority to close any airstrip in designated wilderness for any reason including safety and cost unless prior approval is obtained from the Idaho Department of Transportation. There is no provision for financing such activities, thus, other projects would have to be eliminated to keep such airstrips open. Some such strips are used only sparsely. For example, the Shearer Strip which has about 4 landings per month. Apparently a permanent employee will be required to man that airstip to keep it open for those 48 landings each year. (Near Selway Lodge in the Nez Pierce Forest)
9. The release language is obtuse and legalistic. It is difficult for the lay person to understand and decipher.
10. A road is defined as any parallel track traversable by a street legal four-wheeled vehicle. Such "roads" may not be included within wilderness areas. Any proposed wilderness areas which contain such parallel tracks would have to be adjusted to exclude them. This may be the most objectionable portion of the entire act. If the Oregon Trail is visible in any proposed wilderness area, then that area must be excluded!!! This is impractical.
11. We feel that this does not provide the wilderness areas we need. Including mostly ice and rocks actually degrades the concept of wilderness. Portions of the lava flows south of the Craters of the Moon National Monument are included in the often quoted figures espousing "We have enough wilderness in Idaho."
12. Mandating timber sales in the Tongass National Forest in Alaska has resulted in destruction of other valuable resources. This is now up for review by Congress.

We should learn from that mistake and not make the same one in Idaho.

13. The act does not provide adequate safety protection for ORV users. Some of the access routes would result in great difficulties and expense to rescue accident victims.

In summary, we feel that destroying areas which tourists spend money to visit, and habitats which support wildlife which provide continuous and renewable monetary income for Idaho business both now and throughout the foreseeable future for the jobs that result from the one time harvesting of wood is not wise use.

Senator McClure. Louisa Willcox.

STATEMENT OF LOUISA L. WILLCOX, PROGRAM DIRECTOR, GREATER YELLOWSTONE COALITION, BOZEMAN, MT

Ms. Willcox. Good morning, Senator McClure, Senator Symms, and Governor Andrus. My name is Louisa Willcox, and I am the program director of the Greater Yellowstone Coalition based in Bozeman, Montana. I thank you for the opportunity to submit these comments on the Idaho Forest Management Act of 1988.

The Greater Yellowstone Coalition was founded in 1983 for the purpose of preserving the integrity of the greater Yellowstone ecosystem, the largest essentially intact ecosystem remaining in the lower 48 states. We have a membership of approximately 2,000 individuals and 50 local, regional, and national conservation organizations, many of which are represented here today. You will be hearing from them in the next two days, also.

This morning I would like to focus my comments on improvements that are essential in the portion of S. 2055 that addresses areas within the Greater Yellowstone on the Targhee and Caribou National Forests. We commend your proposals for Poker Peak, Winegar Hole and Lionhead, which is important to the protection of critical grizzly, big horn sheep and fishery habitat. These three areas are exceedingly small, however. What happens to the larger roadless areas in the ecosystem, such as Bear Creek and Palisades, which is where we are requesting some boundary changes, as well as the Centennials, Garns Mountain, Caribou Mountain, and Stump Creek, where we are requesting that you add to the bill, will have major effects on the rich biological diversity of the greater Yellowstone ecosystem and on Yellowstone and Grand Teton National Parks to the east.

Protection of these areas as wilderness is one of the best ways to preserve biological diversity. And I talk about why this is so in detail in my testimony going through this area by area. But the major theme that comes out is that it is increasingly clear that it is important to prevent habitat fragmentation and of isolation of increasingly small populations of wildlife, particularly large ranging species of wildlife such as elk and grizzly bear and the like.

From what we have learned from our experience in other national parks in this country, because sufficient land was not protected in the primeval or quality form that these species can use them, that we have seen extinctions increase in national parks since the time they were designated and a recent study has shown that Yosemite has lost nearly a third of its mammalian complex since it was designated as a national park, Mount Rainier about 28 percent, and it goes on and on. In Yellowstone we have only lost one, and we are trying to do something about that. But in this case we still have an opportunity to protect what is left, to protect what is important to this last and largest remaining intact ecosystem.

In addition to my testimony I would like to say that I am attaching a copy of the report that we recently released on the economics of Greater Yellowstone forests, showing that the overwhelming contribution of these forests is from recreation rather than timber or grazing. And I would like to add, also, that the Greater Yellowstone Coalition strongly supports the testimony of other conservation organizations represented here today and endorses the statewide Idaho Wildlands Defense Coalition Proposal.

But before discussing specific areas affected by your bill, I would like to place these areas within the context of Greater Yellowstone. It's an issue that's been very confused and I would like to take a moment to clarify this. What is Greater Yellowstone? It's a land of superlatives, the first national park, the first National Forest, the largest geyser system remaining intact in the world, one of the last populations of grizzly in the lower 48, on and on and on. The Targhee and the Caribou forests have important roles to play here. The Targhee, for example, harbors 10 percent of the occupied grizzly habitat in the entire ecosystem. It's home to whooping crane, bald eagle, some of the best trumpeter swan habitat in the ecosystem, as well as the head waters of important drainages. And what we are seeing in Greater Yellowstone from all across the board in the tri-state area is that the whole ecosystem is becoming increasingly a natural island surrounded by essentially a sea of development from timbering, road building, and lots of other types of development. It's important to keep this in mind as we look at this wilderness bill here today.

I would like to focus a little more closely on specific areas on the Targhee, in particular starting out with the Caribou Mountain and Stump Creek areas, which has some of the best big game habitat in Idaho, and what the Congressional Research Service, which submitted a report to the House Committee on Interior and Insular Affairs, found is that the Targhee and Caribou combined provide some of the best quality aspen and Douglas-fir habitat in the ecosystem, which is critical to wildlife and is becoming increasingly limited. And the waterways of the Targhee and Caribou support populations of fine spotted Snake River cutthroat trout, which is a designated species of special concern in Idaho.

I would like to focus for just a second on the Palisades and Bear Creek area where we are requesting additions on the west to deal with the problem of the north-south running line, and we are requesting the addition of Rainy Creek as well as Indian Creek to the southeast. We are trying to have intelligible management boundaries in Greater Yellowstone, and this would line it up nicely with the Wyoming proposed wilderness area. And I detail all the rest of the areas in my testimony.

Thank you very much.

[Applause.]

[The prepared statement of Ms. Willcox and the information referred to follows:]

Greater Yellowstone Coalition

TESTIMONY OF LOUISA L. WILLCOX, PROGRAM DIRECTOR OF THE GREATER YELLOWSTONE COALITION, BEFORE THE SENATE PUBLIC LANDS, NATIONAL PARKS AND FORESTS SUBCOMMITTEE OF THE ENERGY AND NATURAL RESOURCES COMMITTEE ON S.2055, THE IDAHO FOREST MANAGEMENT ACT OF 1988, MARCH 10, 1988.

Good morning, Mr. Chairman. My name is Louisa Willcox, and I am the Program Director of the Greater Yellowstone Coalition, based in Bozeman, Montana. I thank you for the opportunity to submit these comments for the Coalition on S.2055, the Idaho Forest Management Act of 1988.

The Greater Yellowstone Coalition was founded in 1983 for the purpose of preserving the integrity of the Greater Yellowstone Ecosystem, the largest essentially intact Ecosystem remaining in the lower 48 states. We presently have a membership of approximately 2,000 individuals and 50 local, regional and national conservation organizations, many of which are represented here today.

This morning, I would like to focus my comments on improvements that are needed in the portion of S.2055 that addresses areas within the Greater Yellowstone on the Targhee and Caribou national forests. We commend your proposals for Poker Peak, Winegar Hole and Lionhead, which is important to the protection of critical grizzly, bighorn sheep and fishery habitat. These three areas are exceedingly small, however. What happens to the larger roadless areas in the Ecosystem, such as

Bear Creek and Palisades, the Centennial Range, Garns Mountain, Caribou Mountain and Stump Creek, will have major effects on the rich biological diversity of Yellowstone and Grand Teton National Parks to the east, and indeed, on the complex dynamics of the entire Ecosystem.

In addition to my testimony, I am attaching a copy of a report that the Coalition recently released on the economics of Greater Yellowstone forests, showing that the overwhelming economic contribution of the national forests in this area is from recreation, rather than timber or grazing. I would also like to add that the Greater Yellowstone Coalition strongly supports the testimony of the other conservation organizations represented here today, and endorses the Idaho conservationists' Alternative W proposal.

Before discussing the specific areas in Idaho's portion of the Greater Yellowstone affected by S.2055, I would like first to place these areas within the context of the entire Greater Yellowstone Ecosystem.

Greater Yellowstone Ecosystem

Greater Yellowstone is one of perhaps three ecosystems in the continental United States that is still functioning much as it did before the arrival of European settlers. It is a land of superlatives: the first national forest and park, the largest geyser system remaining in the world, one of the last populations of grizzlies in the lower 48 states, the last known refuge of the black-footed ferret, home to the whooping crane, bald eagle, trumpeter swan, as well as the headwaters of three of the nation's major drainage systems -- the Yellowstone-Missouri, Green-Colorado, and the Snake-Columbia.

Today, however, the Greater Yellowstone Ecosystem is becoming a natural island surrounded by a sea of human development, from logging and road building, to oil and gas exploration and subdivisions. Taken individually, each threat might be tolerated and its effects mitigated. But taken together, the cumulative impacts of these activities amount to the fragmentation and destruction of critical habitat to such an extent that Greater Yellowstone may no longer be able to support viable populations of its historic diversity of species. These species include those now threatened and endangered, others sensitive to human disturbance, and some perhaps yet undiscovered.

We are learning to recognize the global importance of ecosystem destruction in tropical rain forests. Here, at home, in one of America's and the world's favorite parks, we can already see tell-tale signs of ecosystem erosion from declining populations of such sensitive species as trumpeter swans and grizzlies. In other national parks, major mammalian species have been lost since their establishment. It has recently been found that Mount Rainier, for example, has lost 28% of its original heritage of major mammals; Yosemite, 31%; Bryce, 38%; Lassen, 42%.

In Yellowstone, where only the grey wolf is known to be extinct, there is still an opportunity to prevent this kind of ecological collapse. Yellowstone, which stands as a tremendously important worldwide symbol of park protection, could carry new significance as an example of ecosystem protection -- but only of we act to protect what remains now.

Idaho's Roadless Areas in the Greater Yellowstone Ecosystem, and Deficiences of S.2055.

One of the best ways to protect biological diversity in Greater Yellowstone is through the designation of remaining roadless lands as Wilderness. For this reason, the Centennial Mountains, Garns Mountain, Caribou Mountain and Stump Creek Roadless Areas must be added to the National Wilderness Preservation System, and the Palisades and Bear Creek boundaries adjusted. If fully protected, these areas combined with existing Wilderness and National Park lands, would ensure the future of habitat essential for far-ranging and sensitive species, such as the mountain lion, goshawk, elk, grizzly, trumpeter swan and the cutthroat trout.

In particular, the Targhee Forest currently boasts almost 10% of occupied grizzly habitat in the Ecosystem, as well as more occupied eagle nests and seasonal habitat than any other Ecosystem forest and most of the trumpeter swan and osprey nesting habitat. It also supports more Class One fisheries and more angler days than any other Ecosystem forest, according to the recently released interagency Greater Yellowstone Aggregation report. And the Targhee still supports the second highest acreage of elk and mule deer range of any Forest in Greater Yellowstone.

On the Caribou, the Caribou Mountain and Stump Creek Roadless Areas support some of the best big game habitat in Idaho. And according to data from the CRS report, the Caribou and Targhee combined provide most of the quality aspen habitat, which is critical to wildlife and is becoming increasingly limited as succession in Yellowstone Park replaces this with coniferous forests. In addition, the waterways of the Targhee and Caribou currently support populations of fine spotted Snake River cutthroat trout, a designated Species of Special Concern in Idaho.

If the roadless areas on the Targhee and Caribou Forest are not protected as Wilderness, we can expect a continued degradation of habitat through logging, road building, and inappropriate off-road vehicle and snowmobile use. Most of the

Caribou and Targhee Forests are currently open to unregulated ORV and snowmobile use, and 71% of the Targhee lies in the suitable timber base. The Targhee alone currently supports over one half of the entire annual harvest in the Ecosystem. This timber program serves to fragment critical habitat for far ranging species such as grizzlies and elk, as shown by the Congressional Research Service report, submitted last year to the House Committee on Interior and Insular Affairs. If habitat becomes sufficiently fragmented, we can anticipate the extinction of certain populations -- even with the amount of land currently protected as Park and Wilderness.

If this occurs, recreation opportunities will suffer along with the wildlife. In Greater Yellowstone, recreation is presently one of the primary uses of the Ecosystem. In fact, of the seven national forests in the Ecosystem, the Targhee Forest receives the heaviest hunting and fishing pressure and dispersed recreation use in certain areas, according to the CRS report.

These recreationists come from across the country to hike, backpack, cross-country ski, fish in the world-famous trout streams, hunt for big game, climb the high peaks and photograph wildlife. Others stop briefly on their way to or from Yellowstone Park, to view the stunning Tetons from Teton Basin or look for wildlife near the major tourist routes from Idaho Falls and Salt Lake City.

Because of its popularity among recreationists and proximity to population centers, these eastern Idaho roadless areas help support a strong and growing recreational industry that depends on the area's pristine scenery and outstanding wildlife opportunities. According to the CRS report, recreation was responsible for 80% of the jobs dependent on the Targhee Forest for survival. Outfitters, dude ranches, downhill and cross-country skiing, fishing and rafting businesses in the area infuse millions of dollars annually into the local and state economies. In some areas such as Henry's Fork, fishing activity can be particularly important to the local economy.

By comparison, the timber program on the Targhee supports less than 10% of the jobs dependent on the Forest. Furthermore, the timber program is losing millions of dollars annually. In our attached economic report, we have found that, using figures obtained from the Forest Service, the Targhee is spending (in 1986 dollars) over $11 million on its timber program and almost $.5 million on roads, while it only collects $1 million in timber receipts.

Furthermore, due to the intensity of past harvesting, in order to achieve its timber targets, the Targhee is now escalating the level of logging in fragile habitat areas, such as elk calving and migration corridors, critical grizzly habitat and erodible slopes adjacent to spawning streams for fine spotted Snake River cutthroat trout, a designated Species of Special Concern in Idaho. Thus, not only is the timber program losing money on the forest at its present scale of operation, it is having and will continue to have a negative impact on the area's major industry: recreation.

While protecting the primitive recreation opportunities and dependent industries, Wilderness designation of these areas of the Targhee and Caribou Forests would protect critical parts of the Greater Yellowstone Ecosystem. Because of the fluid movement across the Park-Forest boundaries of wildlife such as bighorn sheep, grizzlies, moose, elk and other species, protection of these adjacent forest lands is essential to protecting Yellowstone Park and Grand Teton Park for the purposes for which they were created.

We urge you to amend S.2055 to include the following areas as Wilderness which are important to the health of the Greater Yellowstone Ecosystem.

The CENTENNIAL MOUNTAINS play a critical ecological role in Greater Yellowstone by providing high quality Douglas fir habitat, and the only remaining natural "land bridge" connecting Yellowstone with a nearby ecosystem, the Selway-Bitterroot. This travel corridor allows grizzly bears and other wildlife to disperse and migrate to and from the Park. The Targhee Forest Plan includes this area in its suitable timber base.

GARNS MOUNTAIN, located in what is locally known as the Big Hole Mountains, is a diverse 78,000-acre roadless area which harbors abundant wildlife habitat. Bald and golden eagles and thousands of ducks winter on the South Fork of the Snake River on its southwest edge. Burns and Pine Creeks are particularly significant fisheries in the area, supporting 50-60 percent of all spawning activity in the South Fork of the Snake River.

The CARIBOU MOUNTAINS Roadless Area is a spectacular area providing important big game habitat. Its unstable, highly erosive soils make it unsuitable for the roading, timber and oil and gas development that currently threaten the area.

The STUMP CREEK Roadless Area on the southern edge of the Caribou Range supports valuable winter range for one of the largest concentrations of elk in Idaho. The Fine-Spotted Snake River cutthroat trout, a designated Species of Special Concern by the Idaho Department of Fish and Game, populates waterways throughout this area.

The PALISADES and BEAR CREEK Roadless Areas are inadequately protected by S.2055. The backcountry opportunities scenic qualities and abundant wildlife are unexcelled in the Ecosystem.

To provide adequate protection for these areas, the Palisades Wilderness boundary must be extended north to Tie Canyon and east to include Pine Creek. And the western boundary of Bear Creek needs to be amended to include Commissary Ridge, Fourth of July Ridge and Falls Creek. In addition, the provision allowing helicopter use for skiing in the Palisades is incompatible with protection of the area as Wilderness, and must be eliminated.

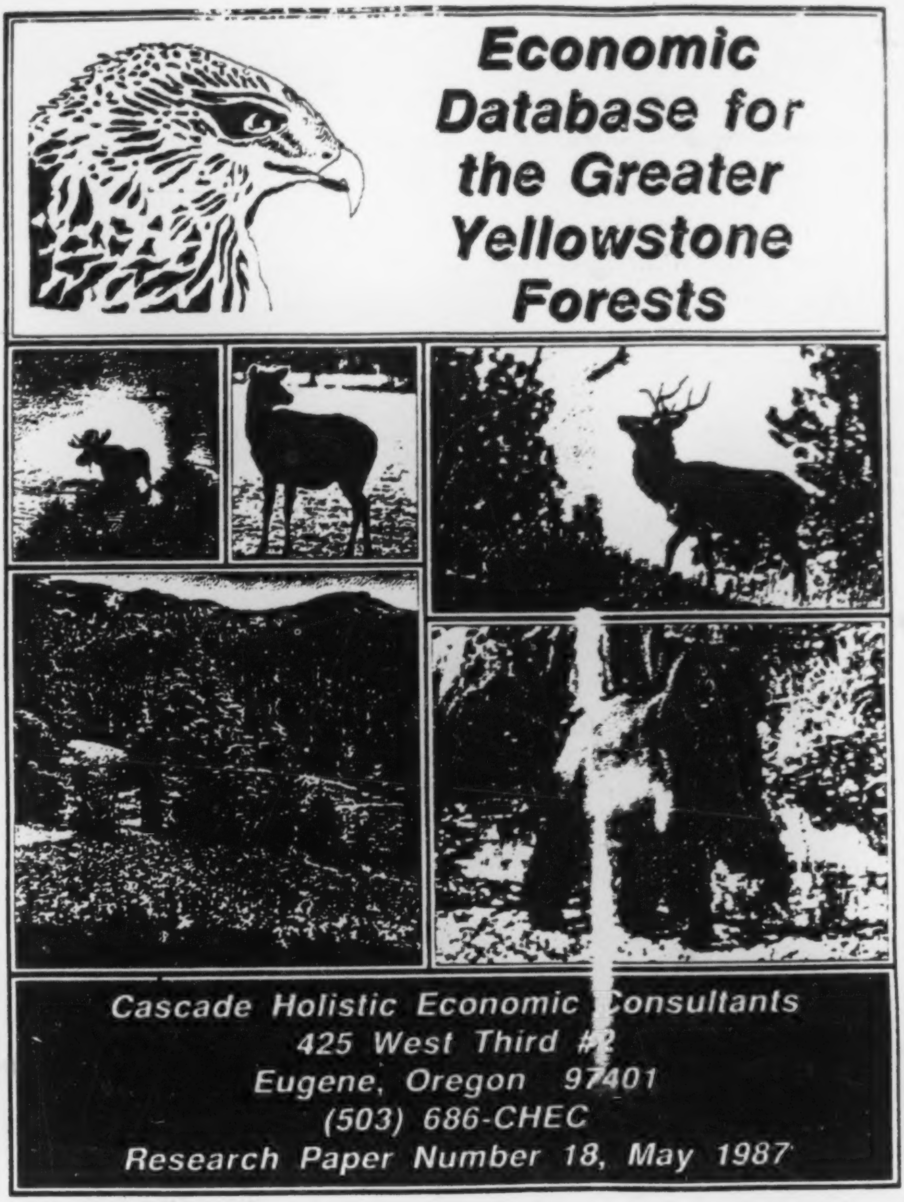
Also included in this bill are several other provisions, which GYC finds unacceptable:

1. 600,000 acres of "special management" areas that may still be roaded and logged in accordance with the Forest Plans;
2. A mandatory annual 3.5 million board foot timber harvest in critical grizzly habitat on the Bonners Ferry Ranger District of the Idaho Panhandle National Forest;
3. Water rights language that may threaten the quantity of water the Wilderness areas receive; and
4. Unnecessary language in the bill's discussion of grazing that would limit Forest Service flexibility regarding predator control programs and allotment management plans.

Although the first two of these proposals would not directly threaten the Greater Yellowstone Ecosystem, if passed they all would set extremely poor precedents for the entire National Wilderness Preservation System. These provisions must be eliminated.

These changes in S.2055 would go a long way to assuring the protection of the integrity of Idaho's portion of the Greater Yellowstone. If we do not take the opportunity now presented to us with the introduction of S.2055, we could be looking toward a future that involves the slow unraveling of the Greater Yellowstone Ecosystem, to the point that extinctions, not superlatives are commonplace.

We thank you for the opportunity to submit these comments.



Economic Database for the Greater Yellowstone Forests

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Research Paper Number 18, May 1987

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timber jobs, many of the workers say that the side-benefits of the work — extensive experience in the outdoors — more than makes up the difference. In other words, when non-cash benefits are counted, outfitter jobs actually do pay as much as other jobs.

In 1976, Congress directed the Forest Service to prepare land and resource management plans for every national forest. Such *forest plans* have been completed for the Beaverhead, Shoshone, and Targhee National Forests. Draft plans have been published for the Gallatin, Custer, and Bridger-Teton Forests, and final plans are scheduled for later in 1987.

Data Sources

Data in this report come from four primary sources. First, the draft and final forest plans and the environmental impact statements (EISs) accompanying them provide much information on resource quantities, values, and costs. This is particularly true for the Montana plans and the Bridger-Teton Plan.

At the time this report was prepared, final forest plans were available for the Beaverhead, Shoshone, and Targhee Forests. Draft plans were used as data sources for the Gallatin, Custer, and Bridger-Teton Forests. Some information may change when the final plans are published for these forests.

Information about timber, grazing, and recreation outputs were found in the EISs. Assumed resource values and planned costs were found in the Montana and Bridger-Teton EISs, but not always in the other two, probably because they were completed before planning standards reached their current rigorous levels.

The second source of data is the FORPLAN runs and FORPLAN data sets prepared for each plan. FORPLAN, the computer program used by the Forest Service to prepare alternative forest plans, includes information about timber values and costs. Current Shoshone and Targhee timber values assumed by planners were found in these runs, and future timber values for the Montana forests, which assumed that timber values would increase over time, were also taken from FORPLAN.

A third source of data was the budget and collections statements prepared by forest offices each year. CHEC used 1985 as a base year for some of the data in this report. Shoshone and Targhee recreation receipts, which were not available from other sources, were taken from collection statements, as were data regarding the distribution of timber receipts.

Finally, CHEC's reviews of the Beaverhead, Gallatin, Custer, Shoshone, and Bridger-Teton Forest Plans filled some of the gaps in the data. This includes the average prices bid for timber in recent years. Data in these reviews were found from background planning or management documents which were not all available while this report was being prepared.

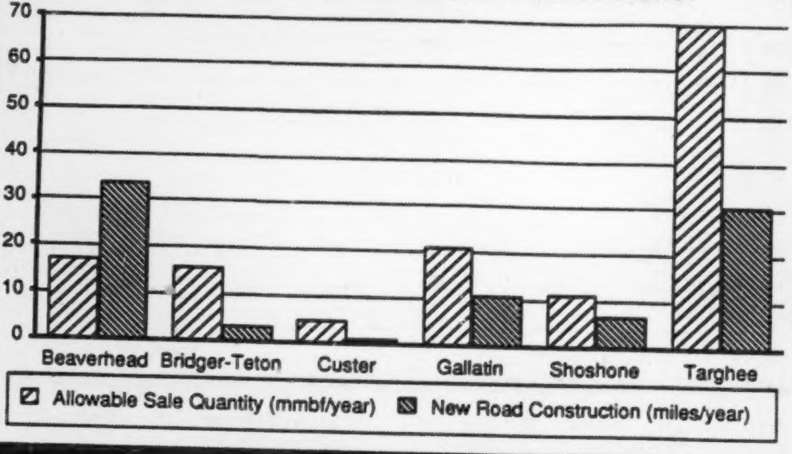
Other data sources include the final EIS for the 1985 RPA Program, timber sale reports for the Targhee National Forest, and other Forest Service documents. Ultimately, all data in this report are based on Forest Service sources.

As far as possible, all data are presented on equal terms. Timber is in thousands of board feet (mbf), grazing is in animal units months (AUMs), and recreation is in recreation visitor days (RVDs). With a few exceptions, dollars have all been converted to 1986 dollars using the GNP price deflator. Unless otherwise noted, data from forest plans are all projections for the next ten years of management.

Since most of the data in this report are based on the forest plans, the numbers may differ from actual experience. This may be most important for the cost data, since appropriations will probably be less than planned. However, any differences between the plans and reality should not be great enough to change the conclusions.

The remainder of this report includes 28 figures with explanatory text. The first ten figures deal with timber. Figures eleven through fourteen pertain to grazing, while figures fifteen through eighteen relate to recreation. Figures twenty through twenty-six compare data for all three resources, while the last two figures relate to forest budgets. The figures are followed by a brief conclusion and an appendix which contains the actual numbers used to create the figures.

Figure One
Allowable Sale Quantity and Miles of New Road Construction



Most of the Yellowstone forests plan to sell about ten to twenty million board feet of timber each year. The Custer, which is mostly grassland, is planning to sell only about five — but this is much more than the historic level of Custer sales, which is less than two million board feet per year.

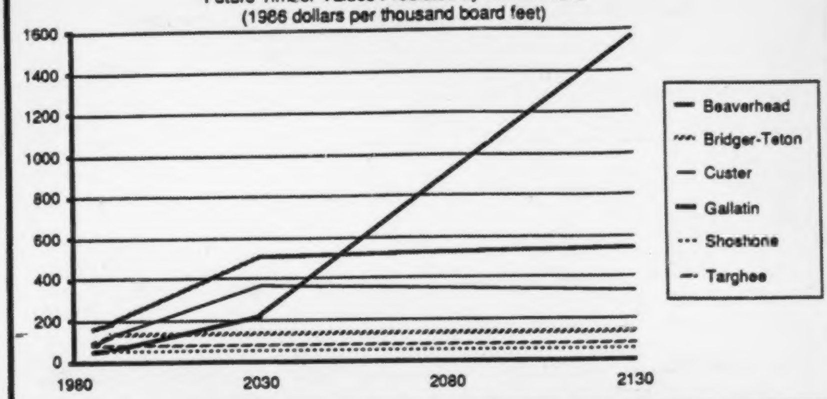
The Targhee Forest is exceptional in that it expects to sell over 70 million board feet of timber each year. The Targhee is not particularly productive relative to the other Yellowstone forests. Instead, most of the timber it is selling is lodgepole pine killed by a recent bark beetle epidemic. The Targhee has been departing from nondeclining flow for several years by selling large volumes of this dead and dying timber.

CHEC did not have an opportunity to review the Targhee Plan in detail. However, officials on other forests suggest that the beetle epidemics on the Targhee were not significantly more severe than epidemics on other Yellowstone forests. Targhee managers may have just responded to the epidemics differently from managers of the other forests.

This chart also shows the number of miles of new road construction which forest plans propose for each of the next ten years. Together, the Yellowstone forests plan to build about 86 miles of new roads each year. Except for the Beaverhead, new road construction is proportional to timber sale level. The exceptionally high amount of road construction on the Beaverhead may be due to the fact that most timber cutting and road construction in the next ten years on that Forest will be in the relatively untouched Big Hole drainage.

Source: Forest plan EISs.

Figure Three
Future Timber Values Predicted by Forest Plans
(1986 dollars per thousand board feet)



Montana forest planners assumed that timber prices would continue to increase for at least the next 25 years. These price "trends" were based on estimates made for the 1980 RPA Program. Although the 1985 Program revised these estimates downward, no Montana plan published to date has incorporated the 1985 trends.

Each of the three Montana Yellowstone forests treated trends in a different way. The Beaverhead followed Regional standards in assuming that the 1980 trends would continue for 50 years, and that prices after that time would remain constant. This blew out of proportion prices which were already far too high: Beaverhead prices were assumed to exceed $500 per thousand after the year 2030, which is more than ten times current bid prices.

Although initial Gallatin prices were more reasonable than the Beaverhead's, the Gallatin assumed that the 1980 price trends would continue for a full 150 years. Prices in the year 2030 are projected to be a modest $200 per thousand board feet, but by the year 2130, they are projected to exceed $1,500 per thousand. At $1.50 per board foot, no one would use lodgepole pine for building material.

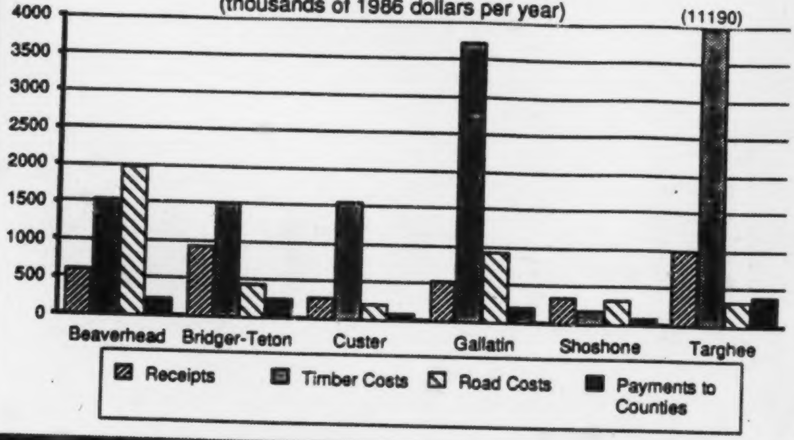
The Gallatin's departure from Regional policy may have been an error, and the Custer's certainly was. Because the Custer is primarily a grazing forest, planners used FORPLAN to project ahead in five-year periods rather than decades. However, they applied the ten-year price trends from the 1980 RPA Program to each five-year period. The resulting trends were much smaller than those used by either the Beaverhead or the Gallatin. Because FORPLAN discounts the future, however, the high prices projected by the Custer FORPLAN model may distort that model as much or more as the prices in the Gallatin model.

The Gallatin also assumed that other resource values would increase over time, though at lower rates than timber. The other two forests assumed that all other resource values would remain constant and all three assumed that all costs would remain constant.

This figure was made by calculating the actual average prices projected by FORPLAN in the years 1985, 1990, 2030, and 2130. Because the quality of timber sold may vary over time, prices may change slightly even without trends. For example, Beaverhead prices increase between 2030 and 2130 while Custer prices decrease during this period, yet the trends during this time are negligible.

As figure four will indicate, the price trends have a significant effect on the suitable timber bases of these forests. Planners on the Targhee, Bridger-Teton, and Shoshone Forests assumed that timber prices would remain constant over the next 150 years, although the prices they used were considerably higher than recent prices, as indicated by figure two.

Figure Five
Timber Receipts and Costs
(thousands of 1986 dollars per year)



Of the six Yellowstone forests, only the Shoshone comes close to recovering the costs of timber management out of timber sale receipts. Shoshone receipts exceed the direct costs of timber sales and reforestation ("timber costs") but fail to cover the costs of road construction.

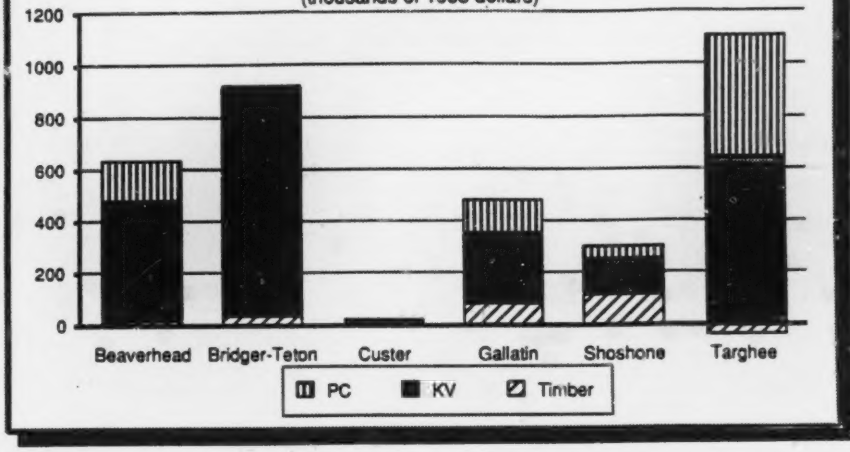
Timber receipts on the other five forests do not even cover the costs of sale preparation and administration, much less reforestation or road construction. There are many ways of determining whether forests are "sales-below-cost" forests — which has come to refer to forests whose timber program has a negative cash flow. Using any of these methods, at least five of the Yellowstone forests would be found to lose money on timber.

Most road construction in these forests is exclusively a cost of timber sales. As a later figure will show, new roads have no value for recreation because the existing roaded recreation capacity already far exceeds current use. New roads have little value for other purposes as well. For example, roads may help suppress fires, but they invite more human traffic and thus cause more fires as well.

Another cost which must be considered when counting the returns to the Federal Treasury is the 25 percent payment to counties. In order for the Treasury to break even on timber management including county payments, timber receipts must be a third greater than timber-related costs. This is not difficult on productive forests such as most of those in the Pacific Northwest, but in the Yellowstone area it is impossible.

Source: Forest plan EISs, with corrections to timber prices made using recent bid prices as per figure two.

Figure Seven
Distribution of 1985 Timber Sale Receipts
(thousands of 1985 dollars)



Figures five and six suggest that all timber receipts other than those paid to counties are retained by the U.S. Treasury. Nothing could be further from the truth. A large share of timber receipts is not paid in cash but in the form of roads built by timber purchasers. The cost of the roads is credited against the value of the timber. These are called *purchaser credits* or *PC*.

On the Yellowstone forests, an even larger share of timber receipts is retained by forest managers for reforestation and other forest "improvements." This is authorized by the Knutson-Vandenberg Act of 1930, and so these funds are called *K-V*. Most K-V funds are spent on reforestation, while the next largest share is spent on timber stand improvement (usually precommercial thinning) and some is also spent on wildlife habitat improvements.

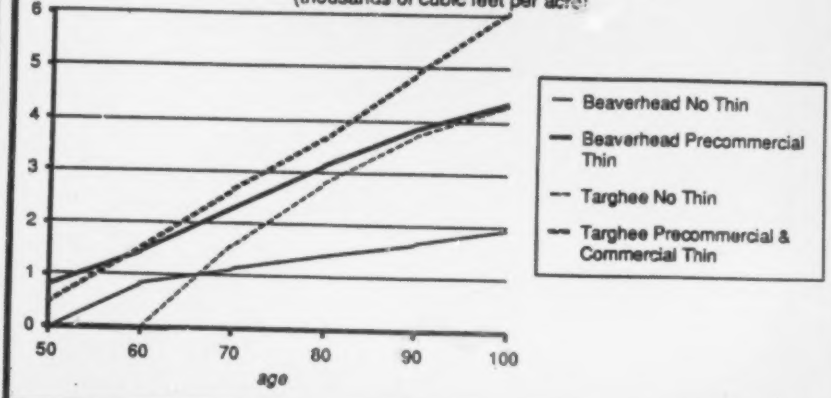
Any receipts which remain after purchaser credits are paid and K-V is withdrawn go into an account the Forest Service calls *timber*. These funds are turned over to the U.S. Treasury, and out of these funds the 25 percent county payment must be paid. As will be shown in figure eight, timber is less than 25 percent of total receipts on most Yellowstone forests, so the Treasury must find funds for county payments elsewhere. In 1985, the Targhee timber account was negative as an accounting adjustment to past year accounts.

Figure seven suggests why the Forest Service persists in selling so much timber from the Yellowstone forests at such a huge cost. A loss to taxpayers translates to a huge gain in the budget for forest managers. In 1985, the K-V fund for the Yellowstone forests was augmented by nearly $2.5 million in timber receipts. The forests only spent about $1 million of this in 1985, but the remainder would be on reserve for later use. Timber sales also contributed to two other funds, the brush disposal fund and the timber salvage sale fund, and expenditures from these funds also totalled close to $1 million in 1985.

Brush disposal and reforestation costs are proportional to the number of acres harvested each year, while increments to the timber salvage sale fund are roughly proportional to the number of acres salvaged each year. To increase their budgets, managers may thus be motivated to sell as many acres of timber as possible.

Numbers in this figure are based on Forest Service collections statements for 1985, and so the numbers are in 1985, rather than 1986, dollars. The difference between 1985 and 1986 dollars is about two percent.

Figure Nine
Predicted Yields for Regenerated Lodgepole Pine
(thousands of cubic feet per acre)



Existing timber volumes per acre are low on many forests in the Rocky Mountains. Some forest managers believe that intensive management will lead to greatly increased volumes in future second-growth stands. Others are more conservative, believing that existing stands represent natural rates of production which can be expected in the future. Thinnings can increase merchantable volume by increasing the diameter growth of trees left behind, but the actual growth potential of the site will remain unchanged.

Timber yield tables for the Beaverhead, Gallatin, and Custer Forests were all prepared by the same person, a forester on the Gallatin Forest. The second-growth yield tables are based on volumes of existing stands and are the most conservative of any in the Rocky Mountains reviewed by CHEC. As shown in the table, an unthinned lodgepole pine stand on a high site is expected to grow to about 2,000 cubic feet per acre in 100 years — which is only slightly more than existing stands of that age have today. The prediction that thinning will double this growth may be reasonable up to about age 50, but after that time the growth rate should taper off as the stand becomes fully stocked.

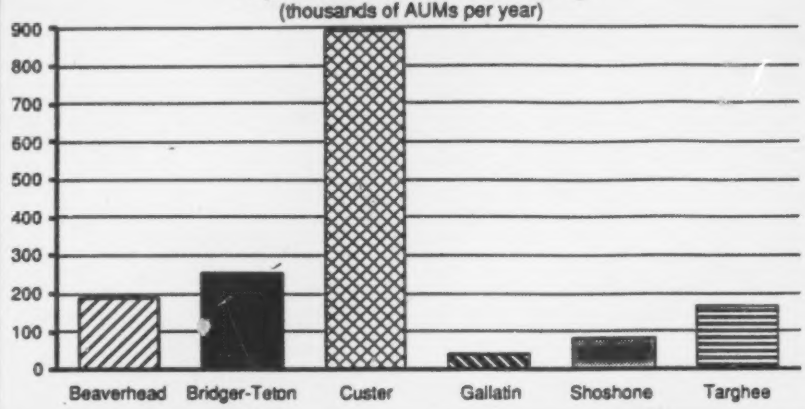
The Targhee and Bridger-Teton Forests used a computer program called Prognosis to predict future yields. The Prognosis version used was originally designed for northern Idaho and may overestimate growth in the patchier forests found around Yellowstone.

The Shoshone Forest used RM-YLD, another computer program designed for the Rocky Mountains. RM-YLD assumes that all stands are fully stocked according to some predefined stocking level. The authors of RM-YLD realized that many Rocky Mountain forests were not capable of reaching this stocking level due to moisture limitations, and so they revised RM-YLD to allow for low stocking capacity. The Shoshone did not use this capability.

Thus, yield tables for the Shoshone, Targhee, and Bridger-Teton Forests may all overestimate future yields. Although existing Targhee lodgepole stands have no more volume than existing Beaverhead stands, figure nine shows that Targhee yield tables predict much more rapid growth than Beaverhead tables under similar management. Shoshone yields resemble the Targhee tables. It is unrealistic to assume that unthinned, unmanaged stands on the Targhee will produce double the volumes of existing stands or of Beaverhead Forest stands.

Source: Beaverhead and Targhee FORPLAN data sets.

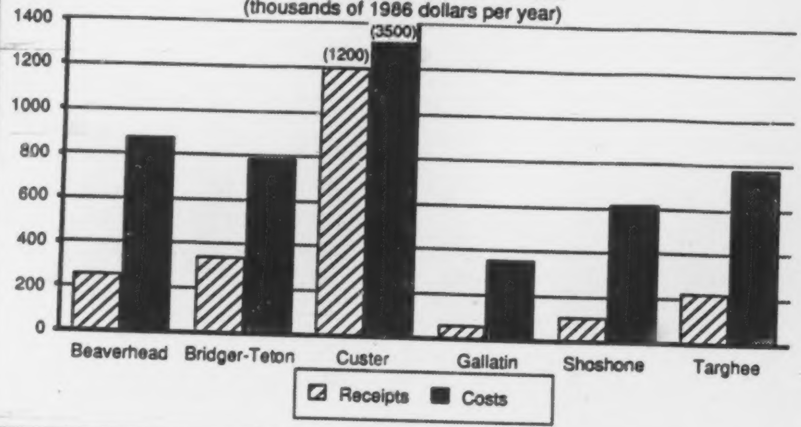
Figure Eleven
Proposed First Decade Level of Grazing
(thousands of AUMs per year)



Most forests in the Yellowstone area permit about 100,000 to 200,000 animal unit months (AUMs — the amount of grass a cow will eat in one month) of livestock grazing per year. The major exception is the Custer, but most of the grazing it permits is fairly distant from the Yellowstone area.

Source: Forest plan EISs.

Figure Thirteen
Planned Grazing Receipts and Costs
(thousands of 1986 dollars per year)



All six Yellowstone forests plan to spend far more on grazing than they can expect to receive in grazing fees. Income ranges between 17 percent of expenses, on the Gallatin, to 44 percent of expenses, on the Bridger-Teton.

Despite this apparent inefficiency, few of the forests considered any real alternatives to planned grazing levels in their forest plans. Of all the alternatives in the six forest plan EISs, only two — one in the Gallatin and one in the Shoshone — proposed to reduce grazing use to less than 75 percent of current levels. No alternatives in the other four EISs proposed to reduce use to less than 94 percent of current levels. Although the Custer expects to lose over $2.3 million per year on grazing, every alternative in the Custer EIS proposed to increase grazing use.

Source: Forest plan EISs.

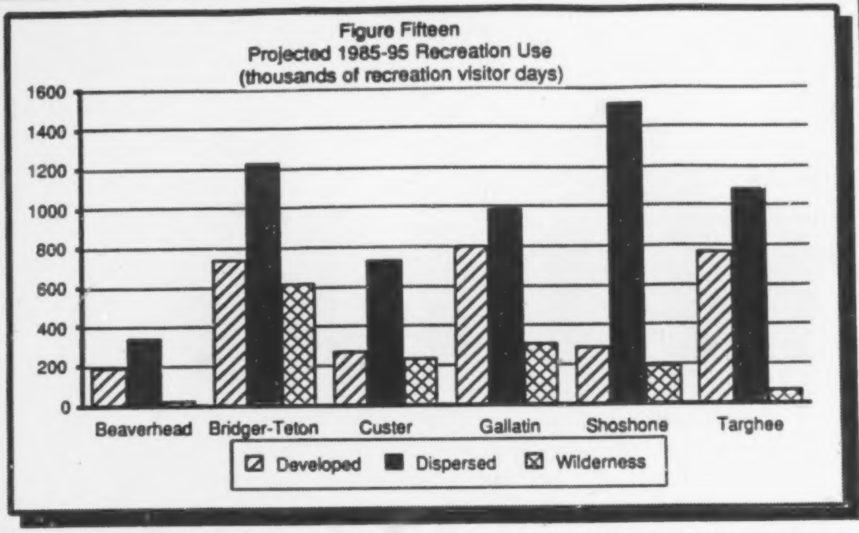


Figure Fifteen
Projected 1985-95 Recreation Use
(thousands of recreation visitor days)

Most recreation on the Yellowstone forests is dispersed, meaning that it does not use facilities such as campgrounds built for recreation by the Forest Service. Although wilderness recreation has the smallest share of the three categories shown here, it is still substantial compared to many other parts of the National Forest System.

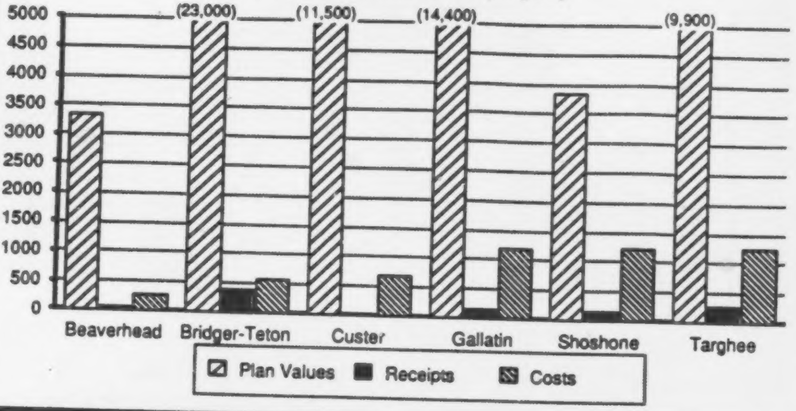
In some ways, the distinction made by forest planners between wilderness and dispersed recreation is artificial. For example, ten percent of the dispersed recreation on the Bridger-Teton is primitive or semi-primitive non-motorized — in other words, wilderness recreation outside of designated wilderness.

Compared to projected use, primitive and semi-primitive non-motorized recreation are in shorter supply on the Bridger-Teton than other forms of recreation. Ironically, planners assumed that alternatives with more wilderness would have lower economic values than alternatives with less wilderness because of the shortage of primitive and semi-primitive non-motorized opportunities. Apparently, planners thought that these recreationists would refuse to use designated wilderness.

Combined together, wilderness, primitive, and semi-primitive forms of recreation may outweigh developed recreation on at least some of the Yellowstone forests. Yet most Forest Service recreation spending is for developed recreation.

This figure is based on projections for the next ten years found in the forest plan EISs. Historic use has been rising at a fairly rapid rate for the past several decades.

Figure Seventeen
Forest Plan Recreation Values, Receipts, and Costs
(thousands of 1986 dollars per year)



All of the Yellowstone forest plans estimated that recreation was worth far more than any other forest resource. But only a small fraction — an average of less than two percent — of the recreation value is captured in recreation fees. By law, the Forest Service can only charge recreation fees for developed recreation. Hunting, fishing, primitive, and semi-primitive forms of recreation make up most of the recreation value, and they are all provided free.

Ironically, the law governing recreation fee collection may be reducing, rather than maintaining, recreation opportunities on the Yellowstone forests. Forest managers are allowed to retain part of timber sale receipts as K-V, brush disposal, and timber salvage sale funds and to retain half of grazing receipts for the Range Betterment Fund, but managers are not allowed to keep any recreation fees. This encourages promotion of timber and grazing even though recreation is more valuable.

Forest Service recreation costs are generally much more than the fees collected from recreationists. All expenses must be paid out of appropriations, and the lack of an effective recreation lobby has always limited the appropriations available for recreation. Recreation road costs are not included here as that line item was rarely distinguished in forest plans.

Source: EISs and Forest Service collections statements.

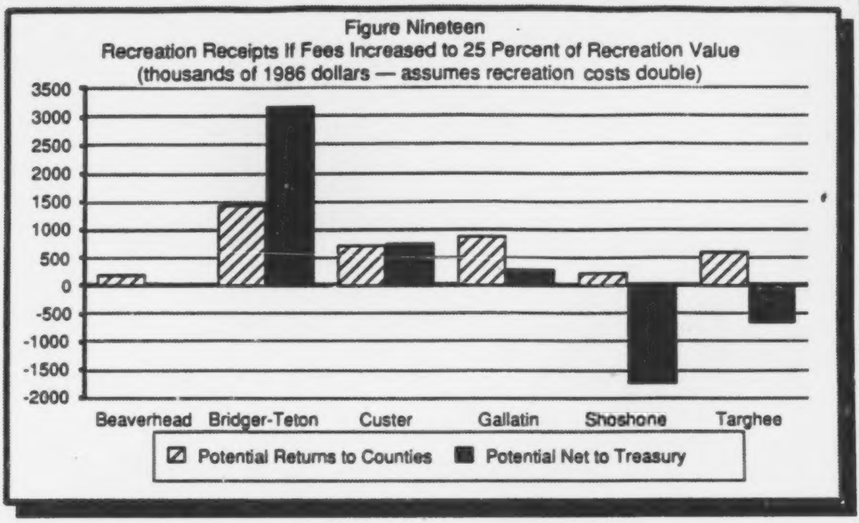


Figure Nineteen

Recreation Receipts If Fees Increased to 25 Percent of Recreation Value (thousands of 1986 dollars — assumes recreation costs double)

As mentioned in the discussion for figure seventeen, the Yellowstone forests collect only about two percent of the total recreation value claimed by the forest plans. Both county and U.S. Treasuries would benefit by charging a larger percentage of value.

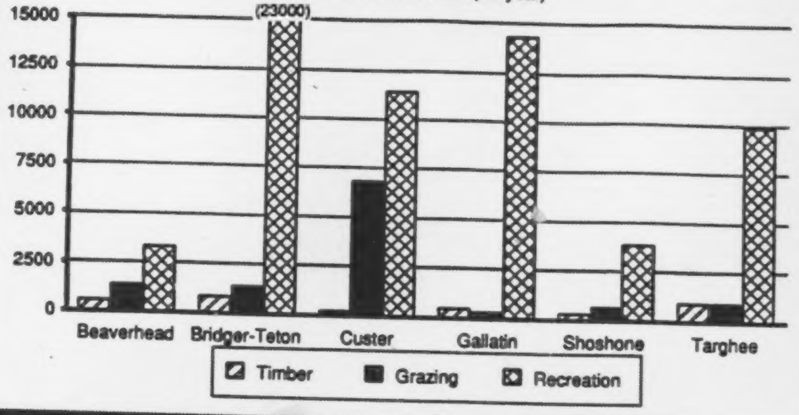
If, for example, the Forest Service were able to capture 25 percent of the estimated recreation values in recreation fees, county income from recreation would increase nearly 15 times and the U.S. Treasury would make money on most Yellowstone forests. While this figure indicates that the U.S. would still lose money on the Shoshone and Targhee Forests, this may be in error if recreation costs for those two forests are overestimated.

Currently, Yellowstone counties receive about $1 to $1.5 million per year in timber receipts, $0.5 million in grazing receipts, and about $0.25 million in recreation receipts. If recreation fees were equal to one-fourth of the estimated value, however, county receipts from recreation would increase to over $4 million per year.

Collecting greater fees for recreation would require increased expenditures for enforcement as well as for recreation investments to justify the higher fees. Figure nineteen assumes that enforcement doubles recreation costs. Even so, the Treasury ends up netting nearly $2 million per year on the six forests.

Source: Same as figure seventeen.

Figure Twenty-One
Projected Benefits of Timber, Grazing, and Recreation
(thousands of 1986 dollars per year)



Recreation contributes over 80 percent of the estimated annual benefits of the Yellowstone forests, ranging from just over 60 percent on the Beaverhead and Custer to well over 90 percent on the Gallatin and Shoshone. By comparison, timber provides only five percent of the benefits while grazing provides close to 15 percent.

This figure counts only gross benefits to society; no costs of any kind are included. Timber benefits are assumed to be fully captured by the Forest Service in purchase prices, and the recent timber values used in figure two are used to estimate those prices. The 1985 RPA grazing values are used for grazing benefits, while forest plan values are used for recreation benefits.

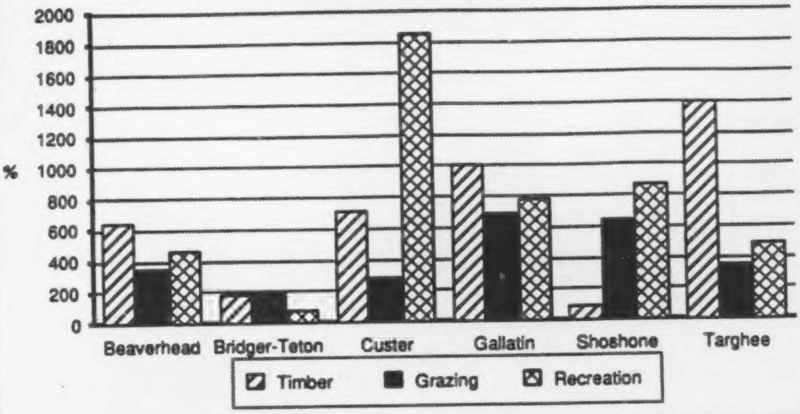
While planners' estimates of timber values can easily be questioned because timber is sold in a competitive market, their estimates of recreation values are more difficult to assess. Recent economic studies conducted by the Forest Service in Idaho suggests that the recreation values in forest plans are low — that people would be willing to pay even more if fees were charged. This cannot be tested until fees are actually increased.

Even if forest plan estimates of recreation value are too high, recreation is still likely to be more valuable than commodity resources. Halving recreation values would still leave recreation more valuable than timber on all forests and more than grazing on all but the Custer. Halving them again would move Beaverhead grazing above recreation but would otherwise leave the ranking unchanged.

This figure should be compared with figure twenty-two, which shows that the ranking of expenditures is exactly the opposite of benefits: Most money is spent by the Yellowstone forests on timber, followed by grazing and then recreation.

Source: Forest plan EISs, the 1985 RPA Program, and recent timber sale reports.

Figure Twenty-Three
Percent Increase in Fees Needed for Resources to Break Even



Given planned expenditures and levels of resource outputs, all resources lose money for the U.S. Treasury on all six Yellowstone forests. In most cases, increasing fees by two to ten times would allow the individual resources to break even.

There is little opportunity to increase timber fees. Timber is now sold through competitive auctions, and timber sales theoretically capture 100 percent of timber values. If minimum bid prices were significantly increased, purchasers would probably buy less timber.

Although politically difficult, increases in grazing and recreation fees seem theoretically possible. As already noted, grazing fees are only about 20 percent of the Forest Service's fair market value estimates, while recreation fees average less than two percent of the Forest Service's estimates of recreation values.

Increasing fees may reduce use to some extent, but only if other sources of feed or recreation opportunities were available at lower cost. For recreation in particular, increases in fees should be implemented nationwide so that forests which charge fees are not outcompeted by other nearby forests which offer free recreation.

Differences between the increases in fees required on the various forests are due to two primary causes. In some cases, overproduction of a resource may be causing the Forest Service to invest far more than is appropriate on that resource. This is certainly true for timber on the Targhee Forest and probably true for timber elsewhere.

In other cases, the fixed costs of providing any resource on a given national forest may simply exceed the value of that resource. This may apply to grazing on the Gallatin or recreation on the Custer. The Forest Service could address this administratively by, for example, having the Gallatin administer Custer recreation and the Custer administer Gallatin grazing.

Given sufficient data, it might be possible to estimate the economically efficient level of production of all resources on each forest. Accurate estimates would require much more data than were used in the forest plans and collection of the data would be costly. A much simpler method would simply rely on the market to determine efficient levels by requiring all users to pay their share of the costs of production.

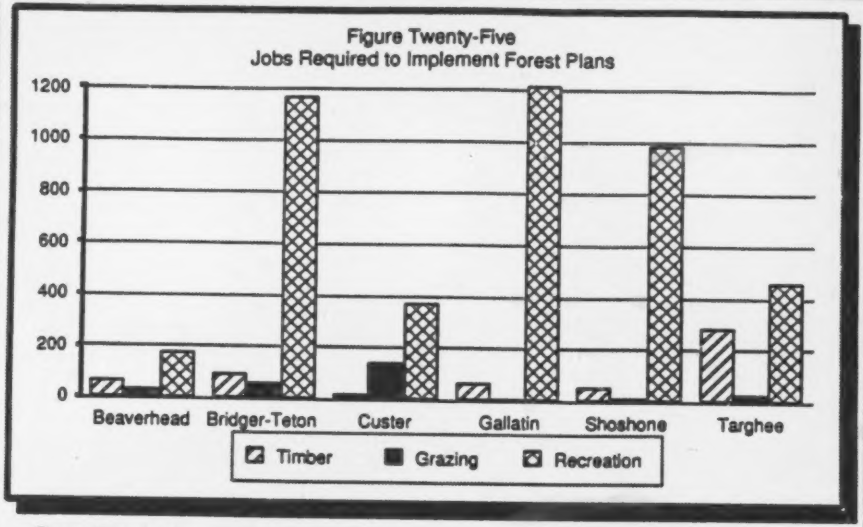


Figure Twenty-Five
Jobs Required to Implement Forest Plans

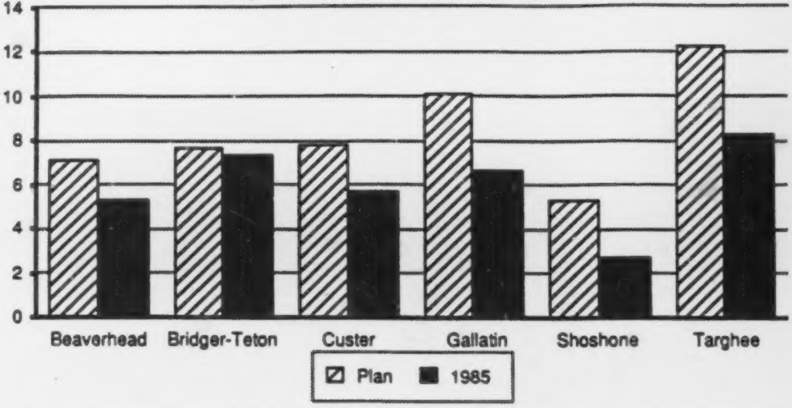
Recreation is far more important than commodities as a source of jobs on all of the Yellowstone forests. According to planners' estimates, timber and grazing together require less than 1,000 direct jobs outside of the Forest Service, while recreation requires over four thousand. This is 83 percent of the total of the three types of jobs, while timber is 11 percent and grazing is six percent.

Jobs are often described as a "benefit." This is accurate in a pork barrel sense: the agency which provides the jobs and the elected officials who fund the agency will see their positions solidified by the creation of more jobs.

In a stricter economic sense, jobs are a cost. After all, no one wants to work 24 hours per day. Producing goods of equal value with fewer jobs means that each job is earning more — or more people are employed working fewer hours. Such increases in worker productivity form the basis of the United States' success — and recent failures to match productivity increases in other countries form the basis of much economic disruption in the U.S.

Source: Forest plan EISs. Recreation jobs for the Bridger-Teton Forests are estimated based on the Gallatin Forest, which produces similar amounts of recreation.

Figure Twenty-Seven
Planned Budget vs. 1985 Budget
(millions of 1986 dollars per year)



Implementation of any of the Yellowstone forest plans will require an increase in the budget. For the Bridger-Teton, the increase is only about four percent, due mainly to a proposed decrease in timber sale levels. For the Gallatin, the increase is 50 percent, and three other forest plans require increases of 35 percent or more.

Such increases are unlikely given the current mood of Congress. Forest managers can account for a portion of budget shortfalls by streamlining their operations, as the Gallatin has done. Any remaining shortfalls will require managers to scale back programs.

Source: Forest plan EISs and 1985 budget statements.

Conclusions

The Yellowstone forests represent a vast complex of lands, resources, and management programs. As such, they do not lend themselves to quick summaries. But the information in this report leads to a number of important conclusions.

First, management of the forests is very inefficient. Timber, grazing, and recreation all lose money. There is no reason to believe that the people who benefit from these Federal losses receive benefits which are fully equal to the losses. Nor is there any reason to believe that the balance of resource outputs is the most efficient balance possible, that is, one which will produce the greatest net benefits.

In particular, timber outputs appear to be far too high. The value of the timber being produced by the Yellowstone forests does not begin to pay the costs — either the dollar costs to the Treasury, the environmental costs in terms of disturbances to soils, water quality, or wildlife habitat, or the social costs in terms of losses of recreation opportunities which are more valuable than the timber being cut. The economically efficient level of timber harvests from the Yellowstone forests is near zero.

Grazing outputs may also be too high, but it is possible that increases in grazing fees and administrative streamlining of the grazing program would allow for a substantial portion — say, over 50 percent — of the current grazing program to be fully self-sufficient.

Recreation outputs are probably too low, and recreation funding is certainly too low. If recreation fees were charged and Forest Service managers were allowed to retain a share of the fees, the agency would probably make major efforts to stimulate more recreation. The vast surplus of roaded recreation opportunities would probably lead many agency efforts to concentrate instead on roadless recreation, which is in shorter supply. Hunting, fishing, backpacking, and outfitting would all be promoted. Grazing and timber sales would be tempered to maintain recreation values.

The information in this report also suggests why the Yellowstone forests are so inefficiently managed. Forest Service managers, like anyone, respond to incentives. The Knutson-Vandenberg Act, along with other laws which give managers a share of timber sale receipts, provide a strong incentive for timber sales. The Public Rangelands Improvement Act, which gives managers half of all grazing receipts, also provides an incentive for continued grazing.

Although the Land and Water Conservation Act suggests that managers should be allowed to keep recreation receipts, in fact Congress impounds these funds and appropriates recreation funds separately. Thus, under the current system, managers have no incentive to promote recreation.

At a minimum, then, solutions to Yellowstone forest problems must address the incentives provided to managers by existing laws and regulations. The Knutson-Vandenberg Act should be repealed. The Forest Service should be given authority to charge for recreation. And managers should be given an equal share of the net income they produce.

Although many people may object to imposition of recreation fees, it appears that such fees are the best way — and perhaps the only way — to insure that amenity resources on the Yellowstone forests are protected. No manager whose budget depends on the net fees collected will sell timber at a loss, nor will a manager sell timber in an area where recreation values exceed the timber values.

This report has compared the products, values, and costs of timber, grazing, and recreation management on the Yellowstone national forests. All these resources are provided below-cost, but grazing and particularly recreation could be produced above-cost. Ending below-cost resource production may be the most important step towards protecting wildlife, fisheries, watersheds, roadless lands, and other Yellowstone resources.

Figure Seven - Distribution of Receipts

	Timber	KV	PC
Beaverhead	20	458	160
Bridger-Teton	37	881	6
Custer	12	14	0
Gallatin	86	264	134
Shoshone	119	135	55
Targhee	-42	606	465
Total	232	2358	820

Timber receipts in 1985 in thousands of 1985 dollars.

Figure Eight - Returns to Counties and U.S.

	U.S.	Counties	Net U.S.
Beaverhead	20	160	-140
Bridger-Teton	37	231	-194
Custer	12	7	6
Gallatin	86	121	-35
Shoshone	119	77	42
Targhee	-42	257	-299
Total	232	853	-621

Returns from timber in 1985 in thousands of 1985 dollars. The first column is total returns to the U.S. Treasury (which corresponds to the timber account in figure seven), the second column is returns to counties, and the third column is returns to the Treasury net of county payments.

Figure Nine - Regenerated LP Yields

	Beaverhead		Targhee	
Age	No thin	PCT	No thin	PCT+CT
50		0.80		0.47
60	0.85	1.44		1.52
70	1.14	2.29	1.59	2.64
80	1.41	3.13	2.80	3.65
90	1.66	3.85	3.71	4.90
100	1.93	4.36	4.30	6.07
110	2.15	4.83	4.30	
120	2.26	5.21	4.30	
130	2.26	5.52		

Volumes in thousands of cubic feet per acre of second-growth lodgepole pine. No volumes are shown in the blanks of the Targhee tables after ages 100/130. FORPLAN assumes that the volume will stay constant at the last volume shown — 4.3 or 6.07.

Figure Ten - Productivity

	Dec 1	LTSY
Beaverhead	51	95
Bridger-Teton	69	237
Custer	59	86
Gallatin	67	108
Shoshone	131	180
Targhee	91	209
Siuslaw	770	679

Productivities in board feet per acre per year as measured by planned harvests in decade one and the long-term sustained yield.

Figure Eleven - AUMs

	MAUMs
Beaverhead	190.0
Bridger-Teton	255.2
Custer	893.0
Gallatin	44.9
Shoshone	83.1
Targhee	169.0

Thousands of permitted AUMs per year under proposed plans.

Figure Twelve - Values and Costs per AUM

	Plan	RPA	Rcpts	Costs
Beaverhead	13.48	7.68	1.35	4.61
Bridger-Teton	11.49	5.54	1.35	3.09
Custer	18.49	7.68	1.35	3.95
Gallatin	13.68	7.68	1.35	8.09
Shoshone	10.27	8.53	1.35	7.60
Targhee	11.06	5.61	1.35	4.65

Values per AUM according to the forest plan, the final 1985 RPA Program, actual receipts, and planned costs in 1986 dollars.

Figure Thirteen - Receipts and Costs

	Receipts	Costs
Beaverhead	257	875
Bridger-Teton	345	788
Custer	1206	3523
Gallatin	61	363
Shoshone	110	618
Targhee	228	785
Total	2205	6954

Grazing receipts and costs under proposed plans in thousands of 1986 dollars per year.

Figure Twenty-Two - Planned Annual Resource Costs				
	Timber	Grazing	Recreation	% Rec
Beaverhead	3539	875	297	6
Bridger-Teton	1980	788	571	17
Custer	1801	3523	695	12
Gallatin	4672	363	1204	19
Shoshone	554	618	1238	51
Targhee	5050	785	1264	18
Total	17596	6954	5269	18

Thousands of dollars per year.

Figure Twenty-Three - Break Even Fee % Increase			
	Timber	Grazing	Recreation
Beaverhead	650	355	466
Bridger-Teton	183	205	82
Custer	722	290	1855
Gallatin	1012	699	783
Shoshone	98	651	881
Targhee	1411	359	495

Percent increase in user fees needed to make each resource break even (including paying counties 25 percent) on each forest.

Figure Twenty-Four - Average Break Even Fees			
	Timber	Grazing	Recreation
Beaverhead	272.70	6.14	1.27
Bridger-Teton	165.99	4.12	0.59
Custer	490.00	5.26	1.83
Gallatin	296.56	10.79	1.53
Shoshone	65.90	9.92	3.86
Targhee	219.69	6.19	1.82

Receipts per thousand board feet, AUM, or RVD required for forests to break even on resource management as per figure twenty-one.

Figure Twenty-Five - Number of Jobs			
	Timber	Recreation	Grazing
Beaverhead	73	178	38
Bridger-Teton	98	1170	61
Custer	23	372	147
Gallatin	71	1216	11
Shoshone	54	990	15
Targhee	290	460	34
Total	609	4386	306

Planners estimated the number of jobs associated with each resource using IMPLAN, a computer model which uses county-by-county census data. Bridger-Teton planners apparently did not believe that IMPLAN results were valid, so did not estimate jobs associated with recreation. The recreation estimate for those Forests are based on the estimate for the Gallatin, and is probably low.

Figure Twenty-Six - Cost per Job			
	Timber	Grazing	Recreation
Beaverhead	43.27	17.97	1.37
Bridger-Teton	13.38	8.69	0.22
Custer	70.62	17.82	1.77
Gallatin	61.03	28.90	0.88
Shoshone	5.30	35.73	1.12
Targhee	37.66	18.16	2.29

Numbers, in thousands of dollars per job per year, were calculated by dividing the number of jobs in figure twenty-three into the costs listed in figures six, fourteen, and eighteen. Payments to counties were also subtracted from the net receipts in figure four.

Figure Twenty-Seven - Planned vs. 1985 Budgets			
	Plan	1985	% increase
Beaverhead	7.19	5.32	35
Bridger-Teton	7.71	7.41	4
Custer	7.84	5.78	35
Gallatin	10.17	6.73	51
Shoshone	5.32	2.80	90
Targhee	12.25	8.33	47
Total/Average	50.47	36.37	39

Budgets are in millions of dollars per year.

Figure Twenty-Eight - Percent Increase in Selected Budget Items				
	Beaverhead	B-T	Custer	Gallatin
Timber	-19	87	137	57
Reforestation	48	-97	483	-1
Roads	147	-11	142	184
Grazing	27	35	246	84
Recreation	121	133	154	51
Fish & Wildlife	40	-34	255	55

Planned budgets are compared with 1985 budgets, all converted to 1986 dollars. Using one year for comparison may be misleading as some budget items, such as reforestation, can greatly fluctuate from year to year. CHEC's review of the Beaverhead and Bridger-Teton plans compares planned budgets with several years of actual budgets. Further budget histories were not available for the Gallatin and Custer Forests so 1985 was used to maintain comparability. The Shoshone and Targhee Forest Plans contained no information about planned budgets.

Senator McClure. I would just note that the report that you submitted, along with your testimony, will be made a part of the file for the committee.

Mr. Jayne.

STATEMENT OF JERRY JAYNE, BOARD MEMBER, IDAHO ENVIRONMENTAL COUNCIL, IDAHO FALLS, ID

Mr. Jayne. Thank you Senator McClure, Governor Andrus, Senator Symms. I am Jerry Jayne, representing the Idaho Environmental Council here today.

S. 2055 unfortunately provides statutory wilderness protection for only a very few of the National Forest defacto wilderness areas. It would provide protection for 1.3 million out of the 9 million acres with a total impact of wilderness on the National Forests in Idaho. The Idaho Wildlands Defense Coalition proposed 4 million acres with the more important natural values being protected as statutory wilderness. Our organization supports that. Unfortunately this proposal we are discussing today is not even close to that compromise. And one who cares about wilderness can hardly be thrilled with the prospect that for each acre that is saved, five acres will be turned over to vandals.

I have listed the areas that are included and those which are partially included, and I have discussed a few of the areas in my testimony in a little more detail as we were evaluating what was wrong with the bill in regard to them.

The bill also threatens other roadless areas not recommended for wilderness by its special management area language and our special language it has. This language essentially is the special management area for the timber areas on the Clearwater and Payette, Panhandle could open to back door hard release and would mandate timber harvests and road building. And not only that but they are in some of the very choice wild areas which should be preserved in our wilderness, such as all of the Mallard-Larkins, French Creek, Payette, and South Fork of the Salmon River, which is protected even less than the Forest Service plan, and that's not so good.

This special management area language also undercuts citizens' rights to appeal wretched forest plans which the Clearwater and the Panhandle are and the Payette I am afraid will be. They have been appealed by groups. This language would simply undercut that and would take the public out of the forest planning process at that level.

This bill also allows and even promotes too much ORV use in many important defacto wilderness areas. Motorized access by the public to wildlands is no longer appropriate, it's simply too destructive and shouldn't be allowed in any wild areas, not just designated wilderness, defacto wilderness areas. If this destructive form of play has to be allowed on the public lands, it should be in the 7 million acres of National Forests already developed and not in the wild areas. Also available, of course, for this in the form of so-called recreation on 9 million acres of BLM land outside BLM study area.

The Bill S. 2055 also does nothing to restrict the Forest Service obsession with road building and timber management, it rather reinforces it on the Clearwater and the Payette and Panhandle, at least, where special management areas re-enforce this type of obsessive, compulsive behavior. The Forest Service has become one of the largest road building agencies in the world, proposing 20,000 miles of road in Idaho in the next 50 years. 5,000 miles of that would be built in the next decade. This is equivalent to the total mileage of the Idaho highway system. Unfortunately this bill does very little to remedy that and prevents 50 miles out of 5,000, that's all.

In short, our organization opposes the bill as it is now proposed and urges major revisions, mainly adding the wilderness areas like are in the Kostmayer bill, H.R. 1512, Idaho Wilderness Act, which does embody the conservationists' proposal for 4 million acres of additional statutory wilderness. Section 103 of the special management areas should be deleted entirely, as well as most of the other special language. In short, this bill should look a lot like, be at least as good as the Kostmayer Idaho Wilderness Act.

In conclusion, one of the worst things that our species is doing now is destroying biological diversity of the earth. A major component of this madness is the destruction of wilderness. The real wilderness question is not how much more wilderness but how much less wilderness. How much less wilderness will we leave as a legacy to our descendants. One of the best things we could do is to save all of it. Idaho still has a wonderful wilderness resource. Adoption of a real National Forest Wilderness Act for Idaho, something like the Kostmayer Bill H.R. 1512, is a wise and necessary step for attaining that goal.

Thank you.

[Applause.]

[The prepared statement of Mr. Jayne follows:]

Idaho Environmental Council

P. O. Box 1708
Idaho Falls, Idaho 83403

Statement for the Record of the Hearing on

S.2055, the "IDAHO FOREST MANAGEMENT ACT OF 1988",

Held by the Senate Subcommittee on Public Lands
in Idaho Falls, Idaho on March 10, 1988.

Prepared by Jerry Jayne, IEC Board Member.

* * * * * SUMMARY * * * * *

1. S.2055 provides statutory wilderness protection for very few National Forest de facto wilderness areas.
2. S.2055 is a threat to other important de facto wilderness, and even to designated wilderness areas.
3. S.2055 reinforces rather than restricts F.S. obsession with road-building and timber management.
4. S.2055 allows, and even promotes, ORV use in many important de facto wilderness areas.
5. The IEC opposes this bill as it is now proposed.

RECOMMENDATIONS

1. Add to the proposed designated wilderness list all those roadless areas proposed by the Idaho Wildlands Defense Coalition.
2. Delete completely Section 103, on Special Management Areas.
3. Also delete the Sections noted on pages 4 and 5.
4. In short, make this bill look like H.R. 1512, the Kostmayer "Idaho Wilderness Act".

RATIONALE

One of the worst things our species is doing is destroying the Earth's biological diversity, and a major component of this madness is the destruction of wilderness. The real wilderness question is not "How much more wilderness?", but rather "How much less wilderness?" How much less wilderness will we leave as a legacy to our descendents?

One of the best things we could do is to retain all of the remaining wild areas. Idaho still has a wonderful wilderness resource. Adoption of a real National Forest wilderness act for Idaho, something like Kostmayer bill, is a wise and necessary step in saving a significant part of the world's remaining wild areas.

1. S.2055 PROVIDES STATUTORY WILDERNESS PROTECTION FOR VERY FEW N.F. DE FACTO WILDERNESS AREAS

There are about 250 roadless areas in the National Forests of Idaho outside statutory wilderness, with about 9.3 million acres, more de facto N.F. wilderness than in any other state except Alaska. The Idaho Wildlands Defense Coalition (IWDC) has proposed that about 4 million acres with the more important wildlife, scenic, watershed, recreational, geological, and biologically diverse values be designated as statutory wilderness to retain these values. We believe that this long-standing and well-researched citizen conservationists' proposal represents a reasonable compromise between the extremes of all and no statutory wilderness for the 9 million acres. This proposal, developed by Idahoans, is represented by the Kostmayer Bill, H.R. 1512, the Idaho Wilderness Act.

But S.2055 doesn't even come close to this compromise. Of the 41 areas in the IWDC proposal, S.2055 proposes wilderness designation for only 6 of them (plus 2 other small areas not in our proposal), for part of 11 more, and none at all for 24:

All

- Long Canyon/Selkirk Crest
- Salmo Priest
- Scotchman's Peak
- Italian Peaks
- Lionhead
- Mt. Naomi
- Poker Peak
- Winegar Hole

Part

- Mallard-Larkins
- Great Burn
- Payette Crest
- Snowbank Mt.
- Trinities
- Sawtooth Completion
- Pioneer Mts.
- Boulder/White Clouds
- Borah Peak
- Palisades
- Bear Creek

None

- Grandmother Mt.
- Moose Mt.
- Elk Summit
- Fish & Hungrey Cks.
- Rapid River
- Salmon River Breaks
- Peace Rock
- Red Mt.
- Deadwood River
- Breadwinner
- Danskin/S. Fk. Boise
- Lime Creek
- Smoky Mts.
- Pahsimeroi Mts.
- King Mt.
- Lemhi Mts.
- West Bigholes
- Diamond Peak
- Centennial Mts.
- Garns Mt.
- Caribou
- Stump Creek
- Cache Crest
- Cache Peak

S.2055 would provide wilderness protection to only 1.4 million acres of the 9.3 million acres of N.F. de facto wilderness, and only about one third of the total which the conservationists' proposal of 4 million acres would protect. One who cares for wilderness can hardly be thrilled with the prospect that for each of the 9.3 million acres retained as statutory wilderness, 5 acres would be handed over to the vandals.

The following are only a few of the priceless wild areas threatened by S.2055:

Mallard Larkins - Conservationists have studied this marvelous area, and have worked to save it, for at least the past 20 years, while the Forest Service has continued to nibble away at its edges. It's the largest block of wilderness left in northern Idaho, and is outstanding habitat for a diversity of wildlife. It is imperative that we save Mallard Larkins for its priceless habitat, watershed, and recreational values. But the S.2055 proposal for Mallard Larkins is a disaster. Only about half of this marvelous wild land is proposed for wilderness. Excluded are Buck, Foehl, Minnesaka, and Isabella Creeks, as well as the Elizabeth Lakes area and the upper St. Joe River east of Needle Peak. Further, much of the excluded part is in a Special Management Area (SMA) which would legislate adoption of the Forest Plan timber management prescription, even though the Clearwater Forest Plan is being appealed by most of the conservation groups in north Idaho.

Elk Summit - This important wildlife habitat and recreation area has been recommended for wilderness protection since 1963, when the Forest Service unwisely deleted it from the old Selway Bitterroot Primitive Area the year before the Wilderness Act passed. S.2055 offers no protection, instead leaving the area to the roading and logging plans of the Forest Service.

French Creek - The RARE II inventory showed this beautiful area on the Payette N.F. with a Wilderness Attribute Rating of 26, the second highest in Idaho. It also showed the presence of at least 13 wilderness-associated wildlife species. Public support for wilderness during RARE II was at 79%. Yet the F.S. plans to road and log this outstanding area, and S.2055, instead of protecting the area, proposes to legalize that destruction, and indeed, to remove public right of appeal of that atrocious F.S plan.

Boulder/White Clouds - Even this wilderness proposal is a turkey. S.2055 would designate only about 100 thousand acres, which is less than one fourth the conservationists' proposal for this large wild area, and less than half of what even the Sawtooth and Challis Forest Plans recommend. The Boulder Mts. are excluded, and about 100 thousand acres of anadromous fish habitat. To add insult to injury, an ORV corridor would split the small White Cloud Wilderness proposal into 2 pieces.

Pioneers - S.2055 includes for wilderness designation little of this area on the Challis N.F. Exclusions include Fall Creek, Bellas Canyon, Big Black Dome, and Standhope Peak.

Lemhi Mountains - This range provides outstanding habitat and primitive recreation. Large mammals include goat, bighorn sheep, bear, deer, elk, antelope, and perhaps wolf. There are diverse plant communities, and Research Natural Areas have been proposed for Mill Lake and Bear Valley Creek. Some of the lower elevation forest, particularly on the Salmon N.F. side, has already been roaded and logged, although logging in the Lemhis is little other than timber mining. Timber sales threaten other portions of this roadless area, including Alder Creek, Deep Creek, Hayden Creek, and Basin Creek, and the anadromous fish habitat in some of these drainages. It is important that all of the roadless area be included as wilderness; a smaller rocks-and-ice wilderness would not protect the most valuable habitat. But S.2055 would provide no wilderness protection at all for this magnificent large area.

Palisades - This large, beautiful area has been proposed for wilderness designation for at least the last 15 years. There is a good diversity of both floral and faunal species. But S.2055 would only protect as wilderness about half of the area, deleting the entire Rainy Creek drainage, and Blowout and Indian Creeks in the south end. The provision to allow helicopter skiing near Palisades Peak is also objectionable.

Bear Creek - This is the series of northwest-to-southeast parallel ridges across the Palisades Reservoir from the Palisades Roadless Area. It's not as high or as rugged as the latter, but is still quite scenic when one is on the ridges. The well distributed mosaic of forest and meadow make this some of the most important winter range in eastern Idaho for elk, deer, and moose. S.2055 proposes most of the area for wilderness, but unfortunately has an illogical straight N-S line which slices off the northwest corner and most of Fourth of July Ridge.

Garns Mountain - This is the north end of the Snake River Range, just across the Pine Basin road from the Palisades area. It has high wildlife diversity. Large animals include elk, deer, bear, goats (planted years ago from Mallard-Larkins), bald eagles, and other raptors. There is an interesting plant diversity too. The area is beautiful, with several different drainages. From a recreational standpoint, it's close to Idaho Falls, but the increasing motorcycle use is impacting non-motorized users. S.2055 offers no wilderness protection for this area.

Caribou and Stump Creek - These 2 areas on the Caribou N.F. have low timber values and high wildlife values, including good deer and elk habitat. The typical red clay soils are highly erosive, and roads cannot be tolerated. Caribou Mt. is a beautiful volcano, a landmark visible from much of eastern Idaho. S.2055 would provide wilderness protection for neither.

2. S.2055 THREATENS IMPORTANT DE FACTO WILDERNESS, AND EVEN DESIGNATED WILDERNESS AREAS.

Section 103 of S.2055, providing for several "Special Management Areas" (SMA), should be completely deleted.

Legislating a timber ASQ level is unthinkable, but this bill would do just that incredible thing for the Bonners Ferry District of the Panhandle N.F., and even for the whole Panhandle N.F. itself. The F.S. admits that past roading and logging have damaged one fifth of the watersheds on the Panhandle N.F., or 500,000 acres. In spite of this, and even though the average annual cut for the past 10 years has been 235 MMBF, the Forest Plan calls for 280 MMBF/yr for the first decade. But S.2055 calls for 283 MMBF/yr. This outrageous provision would create a mini-version of the Tongass N.F. situation, from which Congress has been trying to extricate us.

SMA's on the Clearwater N.F. would legalize the Forest Service's proposed roading and logging of much of the Mallard Larkins Roadless Area.

Similarly on the Payette N.F., this bill would legalize the Forest Service's Plan to trash the marvelous French Creek Roadless Area. On that Forest, it would also lead to the further degradation of the South Fork Salmon River.

These provisions for the Panhandle, Clearwater, and Payette National Forests really amount to "hard release language", and this would adversely affect some very important wild areas; noteably much of Mallard Larkins, French Creek, and South Fork Salmon River. There is little that is "special" about These Special Management Areas, since the language is very similiar to that which is in the respective Forest Plans. Both the Clearwater and the Panhandle National Forest final Plans have been appealed by numerous citizen conservation groups, and we will probably also have to appeal the final Payette N.F. Plan unless it is greatly improved since the draft Plan. But these SMA provisions would deprive the public of their legal right to improve these Forest Plans.

The SMA prescriptions for ORV use in the Smokies and Lime Creek would legally entrench that use there. Viewed along with the proposed ORV corridors even in the small wilderness proposed for the White Clouds and the Trinities, these provisions would make it practically impossible to ever rid these important wild areas of this menace, regardless of the amount of public support and Forest Service resolve to do so.

Other provision of S.2055 which should be deleted are:

Section 201 (5) - Congress should not be able to prohibit the F.S. from conducting a future statewide RARE.

Section 301 - Whether or not to allow motorized access into designated wilderness areas for grazing purposes should be determined by F.S., not by Congress. Predator control on public lands is an archaic and destructive activity, and should not be done, especially not in any wild lands.

Section 302 (a) The water rights issues is a pseudo-issue at least as far as this bill is concerned, since all the N.F. wild areas include the tops of the streams, but this kind of language would still represent a bad precedent.

Section 302 (c) - Allowing municipalities motorized access and roads to water supplies in statutory wilderness is unwise.

Section 303 - Wilderness buffer zone management should be left to the land managing agency.

Section 305 - Management of airstrips in wilderness, and the decision to retain or close any given one, should be left to the F.S.

Section 308 (e) - Congress should not prevent the F.S. from its ongoing efforts to clean up outfitter camps.

Section 309 (a) - The definition of a "road" as any jeep tracks is unwise, as one can find tracks over much of the wild country in Idaho outside the actual rocks and ice.

3. S.2055 REINFORCES RATHER THAN RESTRICTS FOREST SERVICE OBSESSION WITH ROAD-BUILDING AND TIMBER MANAGEMENT.

Much of the remaining wilderness in North America is in our National Forests of the United States. But the U.S. Forest Service now manages primarily for commodity extraction rather than ecosystem protection, obsessed with managing for timber every area with trees regardless of environmental or economic costs. Now one of the largest road-building agencies in the world, this agency has become a major destructive force. In Idaho alone, the F.S. plans to build over 20,000 miles of new timber access roads in the next 50 years. Much of this incredible mileage will be paid for by the taxpayers, not the timber companies. In just the next decade, the F.S. plans about 5000 of these miles, which is the equivalent mileage of the Idaho highway system.

Unfortunately, S.2055 does nothing to address the Forest Service overdevelopment propensities. On the contrary, it reinforces some of the worst aspects of the Panhandle, Clearwater, and Payette N.F. Plans. And of the roughly 5000 miles of first decade new road planned, S.2055 would prevent only 50.

Senator McClure. I remarked once before that there is no applause meter and any kind of demonstration by the audience only deprives us of time which will take away from witnesses later on in the day. It doesn't impress me; I don't know who else you are trying to impress.

Mr. Cole.

STATEMENT OF PETER COLE, BOARD MEMBER, PORTNEUF VALLEY AUDUBON SOCIETY, POCATELLO, ID

Mr. Cole. Thank you very much, Senator McClure, Senator Symms. Thank you for the opportunity to participate in the Idaho Wilderness Management Act of 1988, Senate Bill 2055.

I am Pete Cole and I am speaking on behalf of the Portneuf Valley Audubon Society, of which I have been a board member and served in one capacity or another for the past dozen years.

I was among some of the first wildland activists to be sent back to Washington to learn about the legislative process and the role at the grass roots in the legislative process. I have a most profound respect for the system. The idea of the committee system and the study of bills and the making of bills, in spite of being termed as like the making of sausage, it has a great deal of people in it with tremendous talent, and I respect that talent. I look forward to the passage of the Idaho Forest Management Act.

I grew up in the Billy the Kid country in the Lincoln National Forest in the Southern New Mexico Basin and the range country down there. On the east was the Sacramento Mountains, which had earlier been the province of logging and timber. On the western side was the Gila Wilderness area, the Aldo Leopold, the first contribution to the wilderness system, and it is the establishment of wilderness which we are debating at this point now.

There are too many ways to destroy forests but very few to save them. When I was young and I was over there and I could see the damage of uncontrolled logging, could see the gullies that were being formed, and then you contrast it with the Gila Wilderness area, it made an ever lasting impression on my life. And so I have been speaking on behalf of preserving the heritage which we can pass to our children and so forth. Governor Andrus, I worked with pride, I think, with the interior on advocating the Birds of Prey National Conservation areas. So it is with respect that I speak on this S. 2055. But I am concerned about this bill. I am concerned that this bill which really addresses national public lands and that it reflect national public interest goals and policies. And these policies have been reiterated, but I will name several: The National Land Management Policy, the forest planning part, the Endangered Species Act, and the National Wilderness Act.

I am concerned that special provisions in this bill are going to be hard for the at large Senate to accept and take, where they have established a national policy, this bill has provisions in it which go around it. For instance, we should take the Bonners Ferry, where we have a mandated forest timber cut. I find that that flies in the face, it raises a flag, I think that was mentioned, it raises a flag to members of Congress that these national priorities and policies are attempted to be subjugated to Idaho's bill. I am concerned that because these legislated mandated timber cuts have to take place in grizzly bear habitat, which is going to ruffle the feathers of those who believe in the Endangered Species Act.

And by far and away the public of the United States, for which this is public land and for which Idaho is a part of, time and time again affects their desire for greater wilderness. I am concerned about some of the special provisions of the Andrus-McClure Bill and the manner in which they handled the release and the use of the wilderness lands that do exist, that are not in the 1.4 million acres. For instance, if we were to take the Mallard-Larkins plan, where they have been divided by special use and require logging and require, no matter how careful they require, they destroy these lands from ever being again considered for wilderness. And while the adjacent lands are not mentioned, these are lands that are included in the Idaho Wildlands Defense Coalition's and will never more can be considered for wilderness. And I find that very disappointing, because this amounts to defacto hard release, and I think the Congress and the larger public have shown that they don't like hard release, whether it is national legislation or whether it is in defacto legislation.

I never thought I could exceed that buzzer there with what I had coming in here. And I am going to have to say that I am concerned about the omitted lands in the forests of the Pahsimeroi, the Lemhis, and Diamond Peak, that's where I have taken my family, we have grown up in the wilderness, that's where I am taking my grandkids, and it is my heritage which I want to pass on.

[Applause.]

Senator McCLURE. Thank you very much for your statement. Mr. Pomeroy.

STATEMENT OF TOM POMEROY, IDAHO WILDLANDS DEFENSE COALITION, KETCHUM, ID

Mr. POMEROY. Hello Senator McClure and Senator Symms, Governor Andrus, and Beth Norcross. My name is Tom Pomeroy and I'm a 14-year resident of Ketchum, Idaho. My profession is in the construction building trade.

I'm here testifying as a spokesman for the Idaho Wildlands Defense Coalition in opposition to Senate Bill 2055. The Idaho Wildlands Defense Coalition represents some 5,000 Idahoans, and we are the organization that includes some of the groups sitting at this table. H.R. 1512, the Idaho Wilderness Act, is our wilderness proposal that was created back in 1983, and has been introduced in Congress on three separate occasions.

The IWDC has come up with a wilderness proposal that is fair and balanced. We have drawn our wilderness lines according to ecosystems, watersheds, and winter habitat requirements. We have not asked for every acre remaining in Idaho to be in wilderness, or even half of the remaining acres in Idaho to be in wilderness. We have made our proposal in good faith. We have compromised. Millions of acres of wild Idaho have been compromised to development in the last ten years.

Today we are deeply disappointed and alarmed by some of the things planned with Idaho's public lands. Your proposal, Senator

McClure, the Idaho Forest Management Act, is certainly a mockery of the wilderness opportunities here in Idaho, and we are sorely disappointed by what you have proposed.

The rest of the subcommittee may be able to recognize and appreciate that Idaho is truly a national treasure. Grizzly bears, wolves, woodland caribou, whooping cranes, ocean going salmon and steelhead, are all remaining here, along with the largest unroaded land base left in the United States. People living in Idaho can dream about and experience nature that most of the United States can't remember. That's important.

Somewhere between 96 to 93 percent of the land in the United States is roaded or accessible by motorized equipment. That's amazing. Idaho on the other hand still has the chance to make wise land use decisions that the rest of the country unconsciously made long ago. An Idaho Wilderness Bill must be visionary, a 100-year kind of thinking.

Idaho's public lands are truly being threatened. Just read the proposed bill, particularly any of the special management language. Mandating timber harvest in grizzly bear habitat, mandating use of trails solely by motorized vehicles, as proposed in the Smoky Mountains, and legislating portions of forest plans, as in the Payette and Clearwater Forests, is unprecedented and deprives the public of our legal right to improve these plans. And do they need improving!

The Forest Service is planning to build over 20,000 miles of road into Idaho's back country through the present forest planning process. Nearly every timber sale proposed in Idaho's spectacular wildlands will be a sale below cost. How can this be? And should wildlands be scarred by ORV's by default?

This bill as planned is a joke. The boundaries are ridiculous, arbitrarily drawn across watersheds and big game habitat. The East Fork of the Salmon River is a good example. It's obvious that you had an acreage cap in mind, or you never would have drawn your lines as they are.

The Boulder-White Cloud Mountains deserve more protection than a measly wilderness proposal separated in half and encircled by dirt bike use. The Boulder Mountains must be added to your White Cloud boundaries, along with the contiguous wildlife rich areas on the Challis forest, some of which are spawning grounds for the ocean going salmon and steelhead.

Idaho's Lemhi Mountains deserve permanent long-term protection from deficit timber sales and motorized use. This area could easily be the Sawtooths of the future. The West Big Holes offer both anadromous fish habitat and threatened and endangered species habitat and border a proposed wilderness in Montana. What a logical inclusion in any bill.

Fish and Hungry Creeks desperately need protection because it's slated for road construction and timber harvest, yet it holds 17 miles of the original Lewis and Clark Trail, the longest piece left out west without a road through it, and it's not in this proposal.

The major part of the Big Lost River Range south of Mount Borah should not be ignored for wilderness just to keep the acreage numbers low. Wildlife values here are high and ORV use above 10,000 feet is destroying fragile tundra. Diamond Peak is not even mentioned, yet agreements were made between ORV interests and conservationists, both supporting this beautiful high peak area for wilderness.

Congress, please look at what opportunities remain here in Idaho. Please don't think our elected Idaho politicians have the long-term interests of Idaho and the United States balanced in this bill. They don't. It takes intelligence and foresight to make wise long-term land use decisions. Something which is obviously missing in this proposal. The IWDC's proposed bill, H.R. 1512, accurately reflects the national needs for wilderness preservation in Idaho.

Thank you.

[Applause.]

Senator McCLURE. I don't know whether this is a comment or a question, and I again don't want to enter into a debate about various issues, but let me, because several of you made mention of one of the trade-offs that's involved, some of you have been specifically critical of the language with respect to timber harvests on the Bonners Ferry unit. That language is there simply to make it possible for Long Canyon to be included in the wilderness proposal, and if that language is not there, Long Canyon cannot be in the wilderness proposal. Now, I don't know whether you have considered that as a trade-off that has any value in terms of wilderness preservation or not, but for myself at least, if that language is gone, so is Long Canyon. I just throw that out as a suggestion for your thinking, at least, not necessarily for your response at this time.

Ladies and gentlemen, I thank you very much for your testimony this morning.

We will next hear from Panel No. 4.

Mr. Bob Anderson.

STATEMENT OF ROBERT R. ANDERSON, IDAHO OUTFITTERS AND GUIDES ASSOCIATION, POCATELLO, ID

Mr. ANDERSON. Thank you.

I am Bob Anderson with the Idaho Outfitters and Guides Association as an outfitter in Southern Idaho. As you know, the Idaho outfitters and guides are willing to work with you and we are behind you. I have got a short statement. Outfitters are short.

In representing the Idaho Outfitters and Guides Association, as you know the role of outfitters and guides is to preserve our top quality outdoor recreation opportunities. Therefore, every outfitter and/or guide is a conservationist. The current economic structure of Idaho has been changing and gearing more toward tourism and outdoor recreation opportunities, in which the outfitters and guides are a vital contribution to the Idaho economy. This will mean preserving Idaho's natural resource will be a continued effort to remain in Idaho.

When speaking for several hundred outfitters and guides in Idaho, it is impossible for everyone to agree on this bill, so page 25, line 20, section 308 (outfitters camps), we are totally in favor of this language and should have been introduced years before.

On a more local and personal level, Southeast Idaho, particularly the Palisades area, there is definitely a need for a wilderness area because a wilderness area is very attractive to tourism, which adds to more jobs and money brought and kept in Idaho, and we need to save a little bit of Southeastern Idaho.

Thank you.

Senator McCLURE. Thank you very much.

We will next hear from Mr. Clark Collins.

STATEMENT OF CLARK L. COLLINS, PRESIDENT AND EXECUTIVE DIRECTOR, BLUE RIBBON COALITION, INC., POCATELLO, ID

Mr. COLLINS. My name is Clark Collins. I am the executive director and president of the Blue Ribbon Coalition. Senator Symms—well, Senator Symms is gone now—Senator McClure, Governor Andrus, thank you for this opportunity to speak today.

When the Wilderness Act was passed in 1964 it may have been a good idea. The intention of Congress at that time was to permanently set aside the approximately 8 million acres of existing wilderness and just over 6 million acres of Forest Service classified primitive areas. Congress envisioned at that time a Wilderness Preservation System of around 14 or 15 million acres nationwide. That may have been a good idea at that time, but what has happened? Since the passage of the Wilderness Act 32½ million acres of our national forests and nearly a half million acres of BLM land have been locked up in this restrictive classification. In the "minority views' on the 1964 Wilderness Act, cosigned by Idaho Senator Len Jordan, concern was expressed that the existing 6 million acres of primitive areas shouldn't be blindly added to the wilderness system. Little did they realize that 24 years later we would be faced with legislation this year seeking to designate more than 15 million additional acres of wilderness in Idaho, Montana, Nevada, and California alone.

Protection of our natural resources is a noble goal. We are all concerned with protecting our environment. Those who have given themselves the name of environmentalist have in the past been valuable critics of our natural resource users. We can all benefit from constructive criticism. It is when a political machine, which the so-called environmental movement has become, is more intent on increasing their political power than actually protecting the environment that the system breaks down. The wilderness advocates have lost their incentive to compromise and are more intent on perpetuating the conflict, to ensure their jobs, than on preserving our natural resources.

Senate Bill 2055, if passed in its present form, would result in over 5 million acres of wilderness out of the just over 20 million acres of national forest planned in the state. Over 25 percent of our national forest public lands locked up in wilderness and the wilderness advocates are crying that it is not nearly enough. Their argument that without wilderness designation the remaining 75 percent will be virtually wiped from the face of the earth has gone unheeded. Over one third of our national forest roadless areas would be locked up and already they are planning how to get more. How much is enough? When will it end? Will they ever be content?

We don't think Idaho needs more designated wilderness. We feel that our public lands would be better protected and our nation better served through multiple use management of our public lands. Idaho is a great state. Logging, mining, cattle and sheep growing, and farming are more than important industries in our state. They are part of its history, part of its heritage. We are now being told that these industries that settled the state and have for years formed the basis of its economy are a threat to our public lands. We are being told that more large tracts of our public lands must be locked up. We are being told that the beauty of our state is in spite of its history of multiple use, not because of it.

Wilderness designation has proven of little value in protecting our natural resources and wildlife. The over used trails on the fringes, unmaintained interiors, and lack of management options have instead resulted in severe degradation of many of these areas. Surely unfought wild fires and the tangle of a dead and dying forest benefit no one. Wise multiple use management and dispersed shared use is the best policy for our remaining public land. A wilderness preservation system of the magnitude promoted by present day wilderness advocates was not the intention of the Congress that passed the Wilderness Act of 1964. Had they known that in 1988 we would have over 34 million acres locked up, with advocates demanding to more than double it, I suspect the Wilderness Act would have never passed.

Idaho doesn't need any more wilderness. The nation doesn't need any more designated wilderness, but if we must pass another wilderness bill for Idaho in order to solve this problem, then we pledge to work with our congressional delegation on reasonable boundaries and special management provisions that recognize existing uses. 1.4 million acres of additional wilderness in the state is too much. Included with the copies of my oral testimony is information on some specific changes we would like to recommend.

Senator McCLURE. Those will be included as part of your testimony.

Mr. COLLINS. I have also included copies of the testimony from the Pocatello Trail Machine Association which I would like to have included in the record.

Senator McCLURE. It is so ordered.

[The attachments to Mr. Collins statement and the statement from the Pocatello Trail Machine Association follow:]

We would like to comment on several specific areas proposed for Wilderness in S-2055.

#1

a. Starting in Southeast Idaho, of particular concern is the Palisades Area. This area, besides being important for the oil reserves that are likely there, has high recreational value. While recreational use here has increased recently, wildlife populations have increased also. Since the loss of the West Slope of the Tetons to Wilderness, the Palisades area has become even more important as a very popular snowmobile and trailbike area. Several recreational improvements have been financed there by State Parks and Recreation ORV Funds, paid by users that would now be denied access to those facilities. We would recommend special management for this area, if Congressional protection is deemed necessary.

b. The Lionhead area, on the Montana Idaho border, is very important to the snowmobile tourism industry of not only Idaho but Montana as well. Special allowance should be made for snowmobiling to continue in this area, if designated Wilderness, or boundary adjustments made to exclude important recreation areas. The economic loss to this important tourism industry from Wilderness designation would have a severe negative impact on West Yellowstone and Island Park as well as other cities in the area that benefit from the tourism traffic.

c. The Italian Peaks, also on the Idaho Montana border, is one of the premier high mountain snowmobile and trailbike recreation areas in the state. It receives little primitive recreation use, has an extremely rugged and durable trail system, and should be special management instead of Wilderness. Just because the Montana side is being considered for designation doesn't mean the Idaho side should be.

#2

a. In Central Idaho we are encouraged that the proposal for the Boulder White Clouds recognizes the importance of motorized recreation. National Recreation Area classification is more than adequate protection here and no additional Wilderness should be necessary. Less than 1/3 of the area is presently available for motorized recreation, which is not fair, and any less is unacceptable. All types of recreation must be allowed in the Sawtooth National Recreation Area. We would like to recommend certain minor changes if boundary adjustments are considered here.

b. The special management provisions of the Smoky Mountain and Lime Creek areas recognize that there are two sides to the user conflict issue. Trailbike and snowmobile enthusiasts have always been willing to share our recreation areas with non-motorized users and have in fact helped build and maintain many of the shared trails. Segregating trail users has never been our goal and we regret that it is being promoted by some non-motorized users but we are willing to try it in these areas. In light of the "Environmental Sabotage" of some of our trails, exclusively motorized areas might be advisable for safety reasons.

#3

a. In Southwestern Idaho the Trinities are extremely important to the snowmobile tourism and recreation community. While some boundary adjustments were made, that recognized trailbike interests, they don't accommodate the existing snowmobile use of the area. Locking up this area in Wilderness would devastate the local snowmobile tourism industry and a special allowance for snowmobiling or change to special management is recommended here.

b. The Snowbank area is another important snowmobile area near Cascade that is too small to be a significant Wilderness addition and should be dropped from Wilderness consideration.

c. The Kirkham Ridge, Eight Mile, and Miller Mountain trails, in the proposed Red Mountain Wilderness Area, are popular for trailbiking. They have had ORV funds spent on them, in addition to considerable volunteer trail work by the Treasure Valley Trail Machine Assn., and boundary adjustments to exclude those trails should be considered.

#4

a. In North Idaho we support the special management provisions for the timber industries. We agree with timber industry representatives however, that not enough consideration was given them. We feel that through cooperation with reasonable recreation representatives timber harvest and recreation can co-exist.

b. Recreation in North Idaho was also short changed in that the special management provisions there give little consideration to the existing recreational uses of those areas. We recommend special management consideration, for recreation such as in the Lime Creek and Smokey Mountains areas, be added for all the special management areas.

c. The Wilderness proposals in the Mallard Larkin and Kelly -Cayuse areas would have a serious negative impact on the recreational opportunities of those areas. Boundary adjustments and/or special management provisions for motorized recreation could make a real difference here.

Pocatello Trail Machine Association

P. O. Box 4459

S-2055

A TESTIMONY FOR WILDERNESS HEARINGS BY STEVE DRAYTON, PRES. P.T.M.A.

First, I would like to familiarize you with what the Pocatello Trail Machine Association (P.T.M.A.) is about. The P.T.M.A. is a family organization made up of people of all age groups (from toddlers to retired persons) from all walks of life, (from Bankers and Lawyers to construction workers) with a common interest and passion. That is to experience the great outdoors, specifically, back country trails. The club puts together at least 6 "rides" and campouts each summer season, as well as other outings.

Besides rides we also do alot of trail clearing and maintenance (voluntary) According to Caribou Forest Service records the P.T.M.A. is the largest contributor of voluntary trail maintenance. Because of our contributions, some other groups have just recently felt it politically necessary to start doing some of their own clearing work. In 1987, P.T.M.A. clear 160 miles of trail with 96 hours of voluntary work. In 1986, that figure was 248 miles of trail.

We have also sponsored C.W.H.O.G. OUTINGS to introduce 4 wheelers to this outdoor handicap group. This is the only way they would be able to see some of this beautiful state.

We also do the trail clearing and layout for the annual Pocatello Horse Endurance Race, as well as lead and follow the riders for safety reasons.

We feel we are responsible users of our public lands, and in a practical way, conservationist. Not allowing trails that have erosion problems, to remain a problem. We reroute, rebuild, install water bars, bridges, whatever is necessary. This is our club- and we are a statewide organization.

I found it necessary to explain our club, because you are going to hear that we are tearing up our forests. We would not do that. Sometime take a minute and think about what damage a 200 lb. bike rolling on rubber wheels does compared to 2,000 lbs. of horse on hoofs. You may have forgotten that where wildife is concerned, many studies have shown that ORV's have little (if any) detrimental effect on wildlife. What did? The two worst were- #1 Man on foot with dog and #2 Man on foot.

Are we excluding the right groups? But then why exclude anyone? As you well know the PTMA opposes anymore wilderness, we feel that there must be a better way to manage our lands. Wilderness gives up management of the public lands that we can and should manage better other ways. Widerness wipes out 10 years of recorded volunteer work on trails as well as state ORV funds spent on these trails. Some of the lands also contain manmade buildings and roads.

Now, on to the "Wilderness Bill" Refering to Title I, Sec 103 (a) (7) & (8) (Lime Creek and Smokies special Management Areas). "The Secretary shall designate certain trails in the area for use solely by motorized vehicles."

Hikers have requested sole use of trails for so long that this is probably the only fair way to handle the situation, but it means that both users lose access to some trails. We have never requested separate trails, but we are willing to go along with this proposal on a trial basis. We also wish to go on record as saying that horses and mountain bikes would be welcome on trails designated for ORV use only.

In the White Clouds Area, we thank you for leaving corridors for our use, but what a beautiful area to be closed out of ! Please, as a maximum, leave it as is proposed, at least we can still see some of it.

Italian Peaks- This exceptional high mountain area enjoys very little conflict of use, the Pocatello and Idaho Falls Clubs have often enjoyed this area together I.F.T.M.A. has done much to make this area nice as well as ecologically sound, trail riding area for all users.

Governor Andrus and Senator McClure have publicly agreed that many areas are "safe" environmentally just due to their topography alone. They present physical impossibilities for timber and mining use ie. the Lemhi's, yet many of the proposed areas fit this description.

The PTMA and I support the snowmobilers and the resource indutries. The Snowmobilers need some boundary adjustment at Lion Head for sure and the Trinities need to be changed from Wilderness to Special Management at least.

A few more thoughts that have occured to me.

1. What happens when a family from the East, saves some hard earned money to come see the beautiful Idaho Wilderness? With their car, or pickup and tent and cooler, they drive to the Wilderness Barricade. Will they be coming back?
2. What happens to trails? Who and how will they maintain them and remove downfall? Some trails have been there since the early settlers.
3. How can an area as large as for instance the "River of no Return" Wilderness be fully appreciated when, if even if you were on the fastest trail bike, you would need 2 days to just drive across it and back, if on foot or horseback who's got the time or energy to see it? This is in evidence by the heavily used outskirts and abandoned ~~river~~ inner region of this region.
4. Fire! I agree some small fires are good management, but to just sit back and watch thousands and thousands of acres burns to the ground with the wildlife?
5. Why are the organizations who are pro-wilderness and anti-ORV, the same people who are against any other economic boost this state desparately needs, like the SIS project at the Natl. Eng. Lab. Without industry and tourism we just as well set wilderness boundaries at Idaho borders and move elsewhere.
6. Wilderness's ability to support wild GAME is decreasing.
7. Wilderness is a sanctuary for noxious weeds, predators, and disease.
8. Before we go any farther, shouldn't we study the economic and environmental affects of wilderness. It hasn't been done yet.
9. 95% of wilderness use is by river floaters, they don't need 5.4 million acres for this activity.
10. Wilderness Water Rights?

To close, I hope you understand the many benefits of multiple use versus "non-use". We believe that Wilderness is not an environmental issue! It is an ideological issue. When will it end?

Thank you for your consideration,

Stephen W. Drayton

Steve Drayton

Senator McClure. Doyle Ganske.

STATEMENT OF DOYLE GANSKE, IDAHO STATE SNOWMOBILE ASSOCIATION, POCATELLO, ID

Mr. Ganske. Governor Cecil Andrus, Senator McClure. I am Doyle Ganske, representing the Idaho Snowmobile Association.

Wilderness areas are not to any person's advantage. It locks out the users of that area. Public lands should be used by all types of people. It has to be managed and kept up. The Forest Service and the Bureau of Land Management departments is supposed to be doing this but are listening to the wrong people and departments. All areas have built in wilderness areas where there is no access—no roads—no trails—where only nonmotorized vehicles can go.

How can wilderness areas be designated and expect the greatest number of tax payers to support the designation. Motorized users put a lot of tax dollars in trails and roads in these areas. Wilderness advocates put in little money, if any.

All wilderness areas will become like an unkept house, yard, or lawn, over abundance of dead timber laying around and overgrowth of timber and brush. Trails can no longer be kept up because no mechanical equipment can legally be used. Clean up by hand will be too expensive and time consuming. Besides, who is going to pay for it. Maybe a backpackers tax or a skiers tax equal to our taxes can be applied.

Wilderness areas should not be developed for the use of private gain such as for guides or packers. Most of the working class people do not have much time or money to use these areas. As a result, these areas are used by only a small percent of the people, mostly by the out-of-state people.

We do not need any more wilderness in Idaho. We need to manage our lands with departments such as the U.S. Forest Service and the Bureau of Land Management, not the fish and game or the wilderness advocates.

I would like to address several of the areas that are proposed for wilderness. The Italian Peak, Lionhead, Snow Bank, Lime Creek, Smoky Mountains, Mallard-Larkin, and the Trinities, all of the above should be in the special management to allow for snowmobiling and other motorized recreation.

Thank you.

Senator McClure. Thank you.

Mr. Detweiler.

STATEMENT OF GEORGE C. DETWEILER, IDAHO HUNTERS ASSOCIATION, TWIN FALLS, ID

Mr. Detweiler. My name is George Detweiler. I come from Twin Falls and I am speaking on behalf of the Idaho Hunters Association.

Idaho hunters and sportsmen have repeatedly and decisively opposed the restrictions placed upon their chosen sport by statutory wilderness designation of federal lands in Idaho.

As recently as one week ago an opinion survey conducted at the Boise sports show by the Idaho Hunters Association showed that a statistical sample of over 700 hunters produced a 73 percent opposition to any more wilderness designation for federal lands in this state. The respondents were also unhappy with restrictions already in effect on wilderness lands. Among the few respondents who favored additional wilderness lands, follow-up questions revealed a total lack of understanding on their part of the limiting effect of wilderness status upon their own use of these lands for hunting purposes.

The focal point of the complaints is that wilderness areas become markedly less accessible to the hunter; the net effect is therefore to deny hunting to a large portion of the public which has long been able to hunt these areas. Before wilderness status vehicular travel had put hunting in Idaho's prime game areas within the reach of the average sportsman. But after wilderness status these lands have effectively been posted with no hunting signs for all but the privileged few who are financially advantaged enough to afford the time and expenses of a long safari expedition, often professionally guided.

Wilderness lands thus become the private hunting grounds of the rich. Such an elitist approach to managing our public lands has become repugnant to Idaho sportsmen.

Among the specific objections to the act in question are: Restrictions upon construction of new roads which could provide hunter access; restrictions upon the landing of aircraft; restrictions upon upgrading air strips or construction of new air strips—a crucial concern since many air strips in back country Idaho are in need of repair and expansion; restrictions upon construction of new trails in designated areas; unlimited authority given to the Secretary of Agriculture to set standards to meet the goals of the act—such vague language as appears on page 13 is an invitation for abuse.

Just to give an example, sportsmen of Alaska and the entire nation still have not recovered from the sting of having 20 million acres of prime hunting land in that state closed to hunting upon nothing more than the stroke of a pen by President Carter's Secretary of the Interior, under the National Monument Lands Act. Such broad powers are always in danger of abusive use, and Idaho hunters do not want any public officials to be able to slam the door in their face the way Alaskans experienced.

The final objection to the act is that it is not an end but another step in the erosion of hunting in America under the banner of wilderness preservation. Restrictions upon hunting federal lands began with the first Wilderness Act sponsored by special interests from outside Idaho and led by those whom they finance. Other statutes, including the referenced National Monument Lands Act, have been tools to close or restrict still more lands to public hunting through restricted access. A pattern of legislative and executive action has developed which progressively reduces the quantity of huntable lands. This trend must not just be stopped, it must be reversed.

The Idaho Forest Management Act of 1988 does nothing to help the Idaho hunter. It does the opposite; it effectively prevents many of the state's hunting public from using their lands for their chosen sport. It should not become law.

Thank you.

[Applause.]

Senator McClure. Thank you.
Phillip West.

STATEMENT OF PHILLIP B. WEST, IDAHO FALLS TRAIL MACHINE ASSOCIATION, IDAHO FALLS, ID

Mr. West. I would like to start out my testimony by bringing out a couple of points raised by the previous panel. First of all the comment was made about the segregation of trails. Over the last many years a forest in Washington state has offered segregated trails. I personally am not fond of them, I would rather co-recreate with the hiker and the horsemen, but this system does exist.

Second, it was mentioned that vandals would tear up the countryside if ORV's were allowed. I would like to point out that vandals are the guys who put the spikes in the trail, not ride over them.

I wish to thank the Senate Natural Resources Committee's Subcommittee on Public Lands, National Parks and Forests for this opportunity to testify in regards to Senate Bill 2055.

I am testifying here today on behalf of the Idaho Falls Trail Machine Association, IFTMA, and the mechanized recreators of Eastern Idaho in general.

We oppose Senate Bill 2055, the Idaho Forest Management Act, because it fails to resolve the wilderness controversy and it imposes excessive hardships on the people of Eastern Idaho.

We oppose wilderness designations. These legislations impose unfair, ineffectual and detrimental restrictions on residents of nearby communities as well as all U.S. tax payers.

The IFTMA opposes Senate Bill 2055 as written. This bill includes as wilderness areas of great multiple use interest to Eastern Idaho communities and the bill also fails to include hard release, zero option language to prevent further wilderness proposals and reviews.

The area of proposed wilderness of specific concern to the IFTMA is the third part of the area-by-area summary for Map 21. This area, part of section 102(q) in the bill, currently allows multiple use recreation and receives the majority of its use and maintenance from ORV recreators.

The Bear Creek Trail, a major arterial in the area, received reconstruction efforts from ORV funding to improve fisheries and trail conveniences. The Echo Canyon Trail near the Fall Creek Road benefits from extensive ORV volunteer efforts, which include the implementation of erosion controls and clearing, reconstruction and rerouting of trails. The Fall Creek/Bear Creek area provides the Eastern Idaho area with excellent quality family-oriented mechanized trail riding opportunities. The area lacks much of the wilderness quality scenery as possessed by the Palisades Peak area. It does, however, include a vast network of beginner to intermediate level ORV trails.

Including these areas within the wilderness system would not only degrade Idaho's otherwise quality multiple use opportunities due to reduced area, but the displaced ORV activities would also impair the quality of recreational opportunities in nearby nonwilderness areas.

The IFTMA opposes wilderness designations because we believe that wilderness doesn't serve the best interests of the public. Wilderness imposes increased costs to the tax payers and consumers with lost resources and inefficient maintenance policies. Wilderness law compromises local management's freedom to meet the needs of the community.

The current proportions of wilderness to national forest already exceeds demands. According to National Forest Service statistics only 6 percent of the national forest visitors will visit a wilderness area. Yet of Idaho's 20 million acres of national forest, 3.9 million or 19 percent are currently designated as wilderness.

Wilderness imposes its restrictions presumably for the betterment of the environment, yet it still allows the intrusion of the single most compromising element—man. Studies indicate that man on foot disturbs big game more than man on an ORV. If the detrimental effects of man are of real concern, then wilderness should exclude man. Clearly, wilderness law is not an environmental issue but a recreational issue, because it excludes certain users of public lands while providing no net environmental benefit. Wilderness often impairs the preservation of the environment. Wilderness law prohibits and inhibits game and forest management procedures such as the construction of small reservoirs to protect fish and birds, it restricts tree clearing to promote the growth of forbs used for big game grazing, and it inhibits timber fire and disease controls. Furthermore, the positive effects of wilderness on big game cannot be guaranteed due to outside factors such as migration disturbances outside the wilderness.

We, the opponents of wilderness, desire no more wilderness, but the new Idaho Forest Management Act is not without merit. It, with careful amendments, may prove acceptable as a compromise to all concerned.

Amendments removing the Fall Creek/Bear Creek area (those areas north and west of the Big Elk Mountain Road) from the wilderness proposal and inclusion of hard release language may make it acceptable. This area of concern amounts to only 4 percent of the total wilderness proposal.

The members of the mechanized trail riding community wish to continue our excellent relations with the public land managers in preserving quality, cost effective recreation, but this will be impossible if we lose our right to ride.

Thank you.

[Applause.]

Senator McClure. Gene Baker.

STATEMENT OF GENE BAKER, WESTERN SADDLERIDERS, POCATELLO, ID

Mr. Baker. Gentlemen, thank you for allowing me to speak.

Being an avid outdoors user I would like to make my feelings known on our wilderness issues. I am a firm believer in wilderness. Idaho's economy and lifestyle depend on having these outdoor areas protected.

I find that Idaho has a great deal of wilderness and any time I want the solitude it offers, it is not much of a drive to go somewhere where it is available to me. On the other hand, I like people and don't feel that every time I get on my horse and go for a ride that I need an area where everyone else is excluded.

Without the trail clearing done in many areas I would not be able to enjoy my rides nearly as much and my wife and little kids would find it a great hardship to accompany me.

Most of the volunteer trail clearing is done by off road vehicle users and a few horse clubs. To deny these same people who do all of the work on our nation's trails the privilege of using them seems very unfair to me. The maintenance done by organizations such as the Pocatello Trail Machine Club far outstrips any minor damage done by their machines.

I find most people to be friendly and helpful whenever I have had a problem while out in the woods, and I hate to see them locked out.

To say that we need every readily accessible area made into wilderness and then force ORV users into a small area is not a good policy. It will only result in too many users in any one area. The resulting damage will make people who forced them here in the first place say, "Wow, look at all the damage machines do."

I sometimes think of my outdoor trips into our forests as an almost religious experience also. That's why I'm glad we have so many wilderness areas. Let's use them when we desire this type of experience and leave the rest of Idaho for the use of all types of people. This will enrich our outdoor life if we let it. Let's not go into the forest with the attitude that if we hear a motorcycle, it will ruin our day. Remember, it is making their day. They deserve it with all of the volunteer work they perform.

We should remember, too, that by officially classifying land as wilderness, that we automatically exclude many uses that are as old as the wilderness itself. An example of this is cross country horse racing, foot races, and even mountain man competitions. The Tevis cup, the oldest and most respected horse endurance race in the world, is in danger of being stopped. Not because it causes any damage but because four miles of the 100-mile race crosses a proposed wilderness area. This means that horses would need to use these four miles once a year for three or four hours. Forest Service interpretation of the wilderness laws stop any organized competition.

I believe people would be well advised not to take such dramatic action without realizing all of the negative results that not only could but have taken place right here in Eastern Idaho.

In closing, I just want to repeat that if we want solitude for our trip or if we are the type of person that can't be happy without it, that we have places that we can go. Let's go there and keep the rest of the state open to everyone.

[Applause.]

Mr. **Baker**. I would also like to add that I run a cross-country mountain horse race myself and we bring many tourists to Idaho. The Sun Valley area has a horse race that may be kicked out because of the possible classification of wilderness up there, and I wonder if the business people from Sun Valley that were down here speaking are aware of the tourist dollars that they stand to lose by that.

Senator McClure. Thank you.
Mr. Marv Hoyt.

STATEMENT OF MARV HOYT, UPPER SNAKE RIVER CHAPTER, TROUT UNLIMITED, IDAHO FALLS, ID

Mr. Hoyt. Gentlemen, my name is Marv Hoyt and I am representing the Upper Snake River Chapter of Trout Unlimited.

Our first comments concern the issue of bad government. From its inception this bill has been a classic example of the authors being entirely unresponsive to the public. Governor Andrus and Senator McClure drafted the bill in secrecy and then told the citizens of Idaho and the United States that it was etched in stone and that no changes would be allowed. If this is the case, then why are we now holding these hearings? Hopefully someone is listening. Once the bill is drafted, it was introduced in the Senate and hearings were scheduled less than three weeks later. Some people interested in reviewing the bill have been unable to get copies of it. How can interested parties prepare adequate testimony in this short time frame without getting copies of the bill?

To top all of this off, the hearings have been scheduled during normal working hours. We can only assume that this was done to make it as difficult as possible for those of us who work daytime hours to attend. As stated above, we feel this is bad government unresponsive to the public. Having said that, we would like to address those parts of the bill that we have problems with.

In general, it fails to protect watersheds that are important to the anadromous and resident fisheries in the state. That's an important resource that needs more attention paid to it. The 8 special management areas described in section 103 of the bill are totally unacceptable. This special language usurps the forest planning process, as set up in the Forest Management Act. Special management areas are nothing more than a transparent attempt to introduce hard release language into the bill by mandating practices such as logging, roading, and ORV use within existing roadless areas which will forever preclude those areas from being considered for wilderness.

Even more onerous is the proposal for the Bonners Ferry district of the Panhandle National Forests, which mandates that the Forest Service provide 3.5 million board feet of additional allowable sales quantity of timber. Not only is this a guaranteed money losing proposition for all tax payers, the words preceding this detailed, legislated logging scenario read "notwithstanding any other provision of law." This wording was necessary because what this section does is mandate logging in Situation 1 grizzly habitat and therefore would be in violation of the Endangered Species Act. It would be in violation of the Forest Management Act, and it would be in violation of the Clean Water Act because of the problems created by that type of logging.

What we have here is Idaho's version of the devastation that is now taking place in Alaska's Tongass National Forest. Special Management Areas 2 through 6 mandate logging in various roadless areas that contain important fish and wildlife habitat. This is hard release language. Special Management Areas 7 and 8 open up two roadless areas for motorized travel. Again, this is hard release language.

As a note on ORV use in Idaho's national forests the following information may be of interest. For three national forests in Eastern Idaho there exist today outside of presently designated wilderness 1,903 miles of designated ORV trails—this doesn't include the thousands of miles of roads, Jeep trails, and illegal trails—as compared to 697 miles of designated trails closed to motorized vehicles. The vast majority of Idaho's public lands are already open to motorized vehicles today. We should not have to give up the remaining roadless areas to these environmentally destructive machines.

Another major problem with the Andrus-McClure Bill is that it leaves out or radically reduces the size of many of the state's premier roadless areas. Those of us in Eastern Idaho are primarily concerned that the North Lemhis, Garns Mountain, Diamond Peak, and the Boulder Mountains have been left out entirely. Major deletions have been made for the Palisades area and the Borah Peak area. The White Clouds have been butchered down from almost 400,000 acres or over 400,000 acres to 100,000 acres.

Title III, section 301 of the bill should be deleted because it sanctions the continued illegal motorized use of roadless areas and allows it to continue after an area is designated as wilderness. Section 302(a) should be deleted because it eliminates wilderness water rights now recognized by law. Section 302(c) should be deleted because it permits future motorized intrusions into designated wilderness areas which is in conflict with the intent of the Wilderness Act.

Finally, section 309, "roads," which defines any unmaintained, undesignated two-track on forest lands, including a 50-foot strip on either side as a road. These so-called roads are then to be located on the ground and deleted from the few small wilderness areas designated by this bill. This in essence will allow motorized access into almost all of the proposed wilderness areas.

After reading back through our comments we realize that we don't agree with much of what this bill proposes. We suggest at this time that the Idaho Wildlands Defense Coalition bill, known as the Idaho Wilderness Act, replace this bill. The Idaho Wilderness Act would designate 3.9 million, out of the existing 9.3 million acres of wilderness now, defacto wilderness. It is a legacy that you and we could leave to this country's children and grandchildren. What more appropriate gift could Idaho make to the nation during the celebration of our state's Centennial.

Thank you.

[Applause.]

[The prepared statement of Mr. Hoyt follows:]

My name is Marv Hoyt and I am representing the Upper Snake River Chapter of Trout Unlimited, which is also an affiliated Federation of Fly Fishers club. Our local chapter has a membership of about 125.

Our first comments concern the issue of "bad government" and this bill. From its inception through its writing and now in the hearing stage, the manipulation of this bill has been a classic example of the authors being entirely unresponsive to the public. Governor Andrus and Senator McClure drafted the bill in secrecy then told the citizens of Idaho and the nation that it was "set in stone" and no changes would be allowed in the bill. If this is truely the case then why are these hearings being held? Hopefully not just for show, although we believe that there are committee members who are genuinely interested in listening to views other than those of the two persons responsible for drafting the bill.

Once the bill was drafted it was introduced in the Senate and Senator McClure scheduled hearings less than three weeks later. Some people interested in reviewing the bill have been unable to get copies of it. How does this committee expect interested parties to prepare adequate testimony in the time frame allowed. In addition we have been told to have 15 copies of our written testimony with us at the hearing because no one will be officially transcribing or taping our oral testimony. Whether true or not this information has caused some who would speak out on this bill to do otherwise.

To top all of this off the hearings have been scheduled during normal working hours. We can only assume that this was done to make it as difficult as possible for those of us who work daytime hours to attend. It seems that an evening schedule could have been added for the many who cannot possibly attend day time hearings. As a matter of fact some of us asked for evening hearings but our requests have been ignored. As stated above this is bad government. If this were a popular bill why has our senior Senator tried his best to keep the public out of the decision making loop?

Having said that we would now like to address those parts of the bill that we have problems with. We would like to be brief but to do so would only appear to be superficial, so please bear with us.

We are in almost total disagreement with the bill for the following reasons:

1) In general it fails to protect watersheds that are important to anadromous and resident game fish. Some specific examples, but by no means all examples of drainages that could have been protected include the South Fork of the Salmon River, the South Fork of the Boise River, the South Fork of the Snake River, Cayuse Creek, the North Fork of the Clearwater River and the North Fork of the Payette River.

2) The 8 Special Management Areas (SMA)as described in Section 103 of the

bill are totally unacceptable. This "special" language usurps the forest planning process, as set up in the Forest Management Act, and subasequent legal opportunity by citizens to appeal those plans. The SMA's are nothing more than a transparent attempt to introduce "hard release" language into the bill by mandating practices such as logging, roading and motorized ORV use within existing roadless areas which will forever preclude them from future wilderness considerations.

Even more onerous than this attempt at hard release language is the proposal for the Bonners Ferry District of Idaho's Panhandle National Forests. This SMA, described in Sec. 103(a)(1) of the bill, mandates that the Forest Service "provide 3.5 million board feet (mbf) additional allowable sales quantity of timber annually above the allowable sales quantity level for the area in the forest plan for the Idaho Panhandle National Forests". This section further states that the cut "shall be not less than 40.5 mbf annually" in the SMA and "not less than 283.5 mbf annually" for the 10 year planning period.

Not only is this a guaranteed money losing proposition for all taxpayers the words preceding this detailed, legislated logging scenerio read "Notwithstanding any other provision of law". This wording was necessary because what this section of the bill does is mandate logging in Situation 1 grizzely habitat and therefore would be in violation of the Endangered Species Act. It would also be in violation of the Forest Management Act, and logging on the scale envisioned here would create water quality impacts that would be in violation of the Clean Water Act. What we would have here is Idaho's version of the devastation that is taking place in Alaska's Tongass National Forest.

Special management areas 2 through 6 mandate logging in various roadless areas that contain important fish and wildlife habitat. If these SMA's are retained in the bill these areas would be forever removed from future wilderness considerations. This is HARD RELEASE!

Special management areas 7 and 8 open up two roadless areas for motorized travel. Again this is HARD RELEASE language. Again this is legislating forest management. Again this is unacceptable.

As a note on ORV use in Idaho's National Forests the following information may be of use to you in your decisions on this bill. For three national forests in eastern Idaho (Challis N.F., Salmon N.F. & Targhee N.F.) there exist today, outside of presently designated wilderness areas 1903 miles of designated motorized ORV trails (not counting the thousands of miles of roads, jeep trails and "illegal" trails) as compared to 697 miles of designated trails closed to motorized vehicles. The vast majority of Idaho's public lands are already open to motorized vehicles today, we should not have to give up the remaining roadless areas to these environmentally destructive machines. I have appended a report compiled several years ago that shows the type of damage caused by ORV's. I have also attached a copy of a recent news clipping that shows that the problems caused by ORV's is still continuing.

In closing on the subject of SMA's we believe that Section 103 must be dropped from the bill.

3) Another major problem with the Andrus/McClure bill is that it leaves out or radically reduces the size of many of the state's premier roadless areas. Those of us in eastern Idaho are primarily concerned that the North Lemhi Mts., Garns Mt., Diamond Peak and the Boulder Mts. have been left out entirely. Major deletions have been made from the Palisades roadless area (Blowout Canyon on the south and the Rainy Creek drainage on the north) and Borah Peak. The White Clouds, Idaho's best known and most used roadless area, has been butchered down from almost 400,000 thousand acres to 100,000 acres. To add insult to injury an ORV trail has been proposed that would sever the southern third of the White Clouds from the northern two-thirds.

The point has been made that these deleted areas are "defacto" wilderness and therefore do not need formal protection. We would say that if they are defacto wilderness then it will not matter if they are included in the bill. Lets make sure they are included.

4) Other problems with the bill are contained in Title II, Sec. 201(a)(2)(b)(5) which precludes any National Forest in Idaho from considering wilderness designation in the future unless authorized by Congress.

Title III Sec. 301 should be deleted because it sanctions the continued illegal motorized use of roadless areas and allows it to continue after an area is designated as wilderness. Sec 302(a) should be deleted because it eliminates wilderness water rights now recognized by law. Sec. 302(c) should be deleted because it permits future motorized intrusions into designated wilderness areas, which is in conflict with the intent of the Wilderness Act.

Finally Sec. 309 ("Roads") which defines any unmaintained, un-designated two-track on forest lands, including a 50 foot strip on either side as a road. These so-called roads are then to be located on the ground and deleted from the few small wilderness areas designated by this bill. This in essence will allow motorized access corridors into almost all of the proposed wilderness areas. We would note here that neither the U.S. Forest Service nor the Bureau of Land Management currently classify such two-tracks as roads. We believe that this section is in direct opposition to the idea of wilderness and must be deleted from the bill.

After reading back through our comments we realize that we don't agree with much of what this bill proposes. We suggest at this time that the Idaho Wildlands Coalition's bill, known as the Idaho Wilderness Act (HB-1512, a copy of which has been attached) be used to replace the Idaho Forest Management Act of 1988, the latter being what its name implies and is most certainly not a wilderness bill.

The Idaho Wilderness Act would designate approximately 3.9 million acres of high quality wilderness in Idaho (out of an existing roadless area base of 9.3 million acres) and does not carry the negative baggage of SMA's. It is a legacy that you and we could leave to this country's children and grandchildren. What more appropriate gift could Idaho make to the nation during the celebration of our state's Centennial.

Thank you for considering our comments.

Marv Hoyt

Marv Hoyt
Vice-President, Conservation
Upper Snake River Chapter, Trout Unlimited
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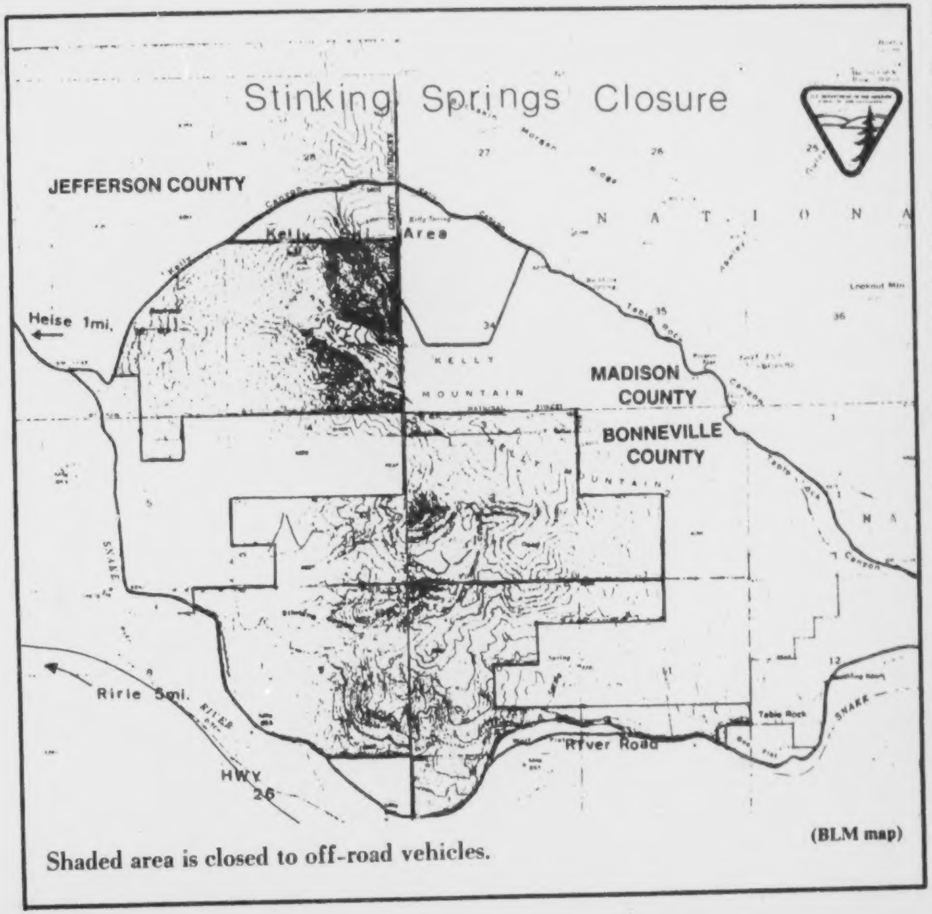
Idaho Falls, ID
83404


Stinking Springs Closure
JEFFERSON COUNTY
Kelly
Area
Heise 1mi.
KELLY
MOUNTAIN
MADISON COUNTY
BONNEVILLE COUNTY
N A T I O N A
Table Rock
River Road
Ririe 5mi.
HWY 26
SNAKE

Shaded area is closed to off-road vehicles.

(BLM map)

BLM closes off-road area by South Fork

By POST REGISTER STAFF

A popular off-road vehicle area along the South Fork of the Snake River was closed today to motorized use by the Bureau of Land Management.

The Stinking Springs area, a 3,360-acre tract north of the Snake River along the Kelly Canyon Road, was closed to prevent further damage by off-road vehicles.

The area has been heavily used by motorcycles, which have caused significant erosion by pioneering trails up steep slopes, said BLM officials.

"There's been severe erosion and gullying," said Scott Powers, an Idaho Falls BLM District spokesman. "It's causing some sediment deposition into the river."

The emergency closure will allow vegetation to return to roads and trails in the areas that were seeded last fall.

The BLM had been working on an environmental assessment on a plan to develop a single trail through the area. It instituted the closure today because of the early spring conditions.

Members of the Idaho Falls Trail Machine Association were informed of the plan this week and gave their support, Powers said.

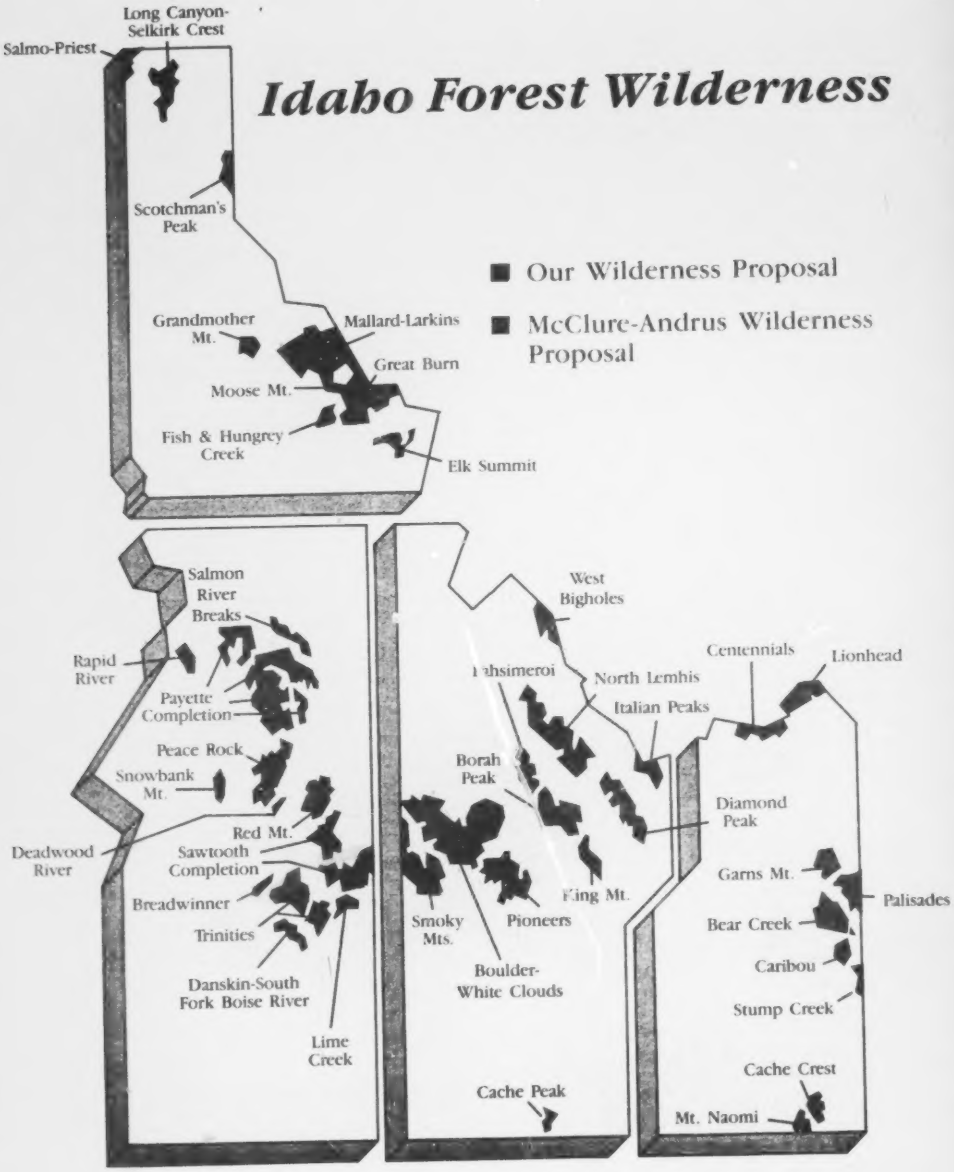
"We'll support people using the designated trail," said Jeff Cook, a member of the group. "I'm still a little concerned that some of these people that use that area won't follow it."

Powers said the area will never be reopened to indiscriminate off-road use.

THE ANDRUS/MCCLURE PROPOSAL - WHAT'S IN AND WHAT'S OUT ?

There are about 252 roadless areas in the National Forests of Idaho outside statutory wilderness, with about 9.3 million acres, more unprotected wilderness than in any other state except Alaska. The Idaho Wildlands Defense Coalition has proposed that about 4 million acres with the more important wildlife, scenic, watershed, recreational, geological, and biologically diverse values be designated as statutory wilderness to retain these values. We believe that this long-standing and well-researched citizen conservationists' proposal represents a reasonable compromise between the extremes of all and no statutory wilderness for the 9 million acres. On an area basis only, the recent Andrus/McClure proposal is compared to it below:

	In Andrus/McClure ?	
IWDC Proposed Area	YES	NO
Long Canyon & Selkirk Crest	yes	
Salmo Priest	yes	
Scotchman's Peak	yes	
Mallard-Larkins	about 1/2	
Grandmother Mountain		no
Moose Mountain		no
Elk Summit		no
Fish & Hungrey Creeks		no
Great Burn	about 3/4	
Rapid River		no
Salmon River Breaks		no
Payette Crest	a tiny part	
Peace Rock		no
Snowbank Mountain	about 3/4	
Red Mountain		no
Deadwood River		no
Breadwinner		no
Trinities	about 1/2	
Danskin/South Fork Boise		no
Lime Creek		no
Sawtooth Completion	part	
Pioneer Mountains	part	
Boulder/White Cloud Mountains	about 1/3	
Smoky Mountains		no
Pahsimeroi Mountains		no
Borah Peak	about 1/2	
King Mountain		no
Lemhi Mountains		no
West Bigholes		no
Diamond Peak		no
Italian Peaks	yes	
Centennial Mountains		no
Lionhead	yes	
Garns Mountain		no
Palisades	about 1/2	
Bear Creek	most	
Caribou		no
Stump Creek		no
Cache Crest		no
Cache Peak		no
Mount Naomi	yes	
	Poker Peak	
	Winegar Hole	


Idaho Forest Wilderness
■ Our Wilderness Proposal
■ McClure-Andrus Wilderness Proposal
Long Canyon-Selkirk Crest
Salmo-Priest
Scotchman's Peak
Grandmother Mt.
Mallard-Larkins
Great Burn
Moose Mt.
Fish & Hungrey Creek
Elk Summit
Salmon River Breaks
Rapid River
Payette Completion
Peace Rock
Snowbank Mt.
Deadwood River
Red Mt.
Sawtooth Completion
Breadwinner
Trinities
Danskin-South Fork Boise River
Lime Creek
West Bigholes
Pahsimeroi
North Lemhis
Italian Peaks
Borah Peak
Smoky Mts.
Pioneers
King Mt.
Boulder-White Clouds
Cache Peak
Centennials
Lionhead
Diamond Peak
Garns Mt.
Palisades
Bear Creek
Caribou
Stump Creek
Cache Crest
Mt. Naomi

BUTZ

UNITED STATES DEPARTMENT OF THE INTERIOR

GEOLOGICAL SURVEY

RECEIVED

STUDY RESULTS OF 9 SITES USED BY OFF-ROAD VEHICLES THAT ILLUSTRATE LAND MODIFICATIONS

By

Howard G. Wilshire

Open-file report

77-601

This report is preliminary
and has not been edited or
reviewed for conformity with
Geological Survey standards

GENERAL REMARKS ON THE PHYSICAL EFFECTS OF OFF-ROAD VEHICLES

This report was prepared at the request of the Council on Environmental Quality to illustrate the types of land modifications brought about by recreational use of dry-land off-road vehicles (ORVs) in arid and semiarid areas. The following general comments are drawn from studies conducted on about 500 sites in seven western states. The sites selected for description were chosen to illustrate problems of resource degradation from direct vehicle impacts, erosional losses resulting indirectly from vehicle impacts, the similarity of problems despite widely different direct management policies, and future problems of rehabilitation.

VEHICLE CAPABILITY:
Hundreds of measurements have shown that typical motorcycles driven in a straight line on a dry surface will impact one acre of land in about 20 miles, and a typical 4-wheel vehicle does the same in about 6 miles. The minimum surface disturbance caused by the vehicles occurs when the forward motion for each revolution of the wheel is equal to the circumference of the wheel; that is, when the tire simply rolls across the ground. Under this circumstance, the main stress transmitted to the soil is compression. When the distance travelled for each revolution of the wheel is less than the circumference of the wheel, a shear stress as well as a compressive stress is transmitted to the ground. The latter mode of travel applies to all hillclimbing, and to substantial parts of flat-land traverses.

The capability of the machines to traverse difficult terrain is enhanced by special tire design as well as use of ancillary equipment; the special tire design generally acts to increase soil disruption caused by vehicle passage. For example, the protrusions from "knobby" motorcycle tires may penetrate the soil so that shear failure takes place on soil-soil interfaces instead of between the tire and the ground surface as occurs with tires designed for street use. The "paddle" motorcycle tire, consisting of 12 or 18 hard rubber cups protruding from the tire, is designed to aid traversing steep slopes mantled by soft soils; such tires displace enormous amounts of soil with each traverse. Where the surface is hard and steep, chains are used to aid hillclimbing.

SOIL VULNERABILITY:
The type of terrain that is available for ORV use, as well as that which challenges vehicle capability, is varied and includes country with steep slopes. Such terrain normally has shallow soils that are sensitive to erosion. The stability that they have is afforded by plants, rock crusts, and chemical crusts. While these protective covers on the soil mantle vary in vulnerability to vehicle impact, none appears able to withstand repeated vehicle penetration. In arid and semiarid areas, a single vehicle pass is commonly sufficient to destroy the natural barriers to erosion. In thick chaparral with shrubs to 4 m (13 ft.) high, several passes by 4-wheel vehicles are sufficient to destroy the plant cover.

VEHICLE MODIFICATION OF SOIL:
In addition to destroying the natural surface stabilizers, the vehicles themselves erode the upper, most fertile portions of the soil mantle. Soil displacement (excluding displacement caused by compaction) produced by single motorcycle passes across natural desert surfaces is commonly 1/2 ton per kilometer (3/4 ton per mi.) of travel, and ranges up to 2 tons/km (3.3 tons per mi.) in soft soils on flat surfaces. Displacements caused by a single passage of 4-wheel vehicles ranges from about 2 tons/km (3.3 tons per mi.) to more than 30 tons/km (50 tons per mi.) in soft soils on steep slopes. Stripping of vegetation, mechanical erosion of the upper, porous soil layer, and compaction result in greatly reduced soil moisture, greatly increased temperature extremes in the soil, and increased runoff of rain water. These effects combine to increase the erosion potential and decrease the land's ability to restore its barriers to erosion.

EROSION:
Direct mechanical erosion of the soil by the vehicles is a very important cause of soil loss in arid areas. In addition, however, the surface modifications caused by vehicle use also act to accelerate natural erosion processes. Increased runoff from compacted surfaces stripped of vegetation gives volume and velocity to the erosive power of water. In combination with direct erosion by the vehicles, this has commonly resulted in complete loss of the soil mantle from the zones of use. Where the damage to the soil is less severe, the scars heal in time. However, the processes of erasure of vehicle scars involve erosion and deposition, and soil losses involved in the "healing" process may be five times or more the displacement caused by the initial vehicle passage. The burial of more fertile soils by the eroded debris also results in loss of productivity where deposition takes place. These soil losses are setbacks that must be measured in millennia and are thus irretrievable in human terms.

In areas subject to wind erosion, vehicle distruption of the soil stabilizers leads directly to increased air pollution and may contribute to the spread of dust-carried disease. The vehicles themselves cause large increases in airborne dust; for example, the 1974 Barstow to Las Vegas motorcycle race yielded more than 610,000 kg (660 tons) of airborne particulates.

REHABILITATION:

Efforts to rehabilitate arid federal lands damaged by off-road vehicle use are extremely rare. While the interim Critical Management Plan of the Bureau of Land Management calls for eventual "hillside rehabilitation and maintenance for recreation vehicle use" in Dove Spring Canyon, nothing has been accomplished to this end.

The difficulties and potential cost of rehabilitating disturbed arid lands, however, are well known from studies of mine reclamation (National Academy of Sciences, 1974; Wali, 1975). In addition, the example exists in the immediate area of Dove Spring Canyon of the new California Aqueduct, installed in 1965. Despite efforts to restore native vegetation in the construction corridor, the corridor remains a bare zone of accelerated erosion. In Panoche Hills, a semiarid area south of San Francisco, efforts were made by the Bureau of Land Management to rehabilitate an area used for two years by motorcycles. Restabilization of the surface was successful, at a cost of $80/acre, in a terrain with low relief but failed on steep slopes where erosion rates are still, 8 years after closure, nearly 50 times the natural erosion rates.

Without the requisite pre-use planning for rehabilitation and careful monitoring of resource degradation, ultimate rehabilitation of vehicle-disturbed areas is likely to prove difficult and costly.

PLANNING FOR ORV USE:

The engineering requirements necessary to minimize erosion from land used by ORVs are generally known and are readily available from the Soil Conservation Service. They are costly and very restrictive in terms of vehicle capability. The planning required to construct properly drained trails on slopes appropriate to the soil capability, design and maintenance of erosion mitigation devices, and construction of facilities to contain runoff and sediment yield have not been carried out at any of the sites on Federal lands that we have examined.

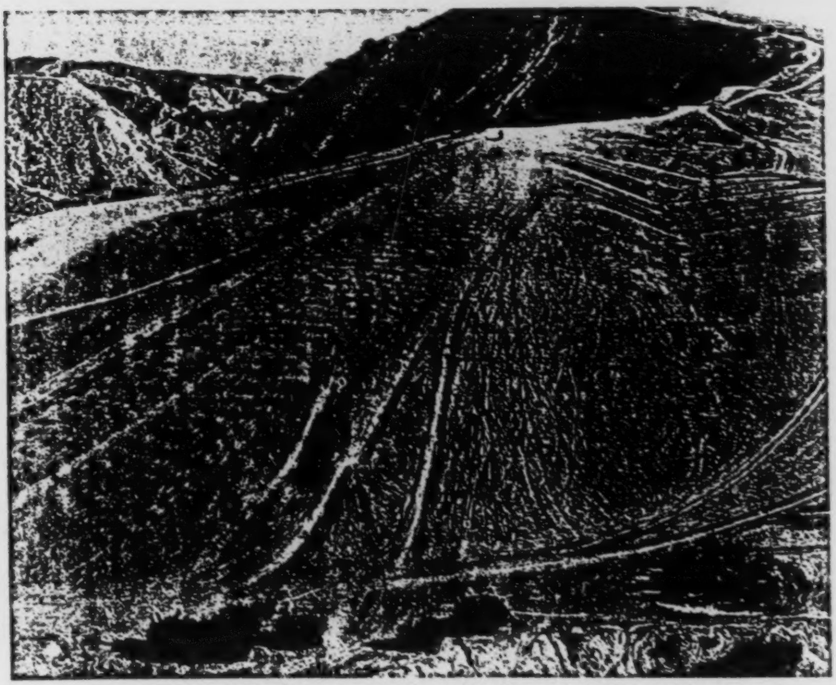


Fig. 1 — **Ballinger Canyon, Los Padres National Forest.** This hill is underlain by the soil type recommended for vehicle use by a 1972 Forest soils report. Extensive vehicle stripping of grass cover, remnants of which are seen around the large plants. Motorcycles on the slope give scale.

Site 1. Ballinger Canyon
Los Padres National Forest

SITE DESCRIPTION:

Ballinger Canyon is located at the eastern end of Cuyama Valley in steep, dry country. Land less than 10 km (6.2 mi.) downstream from the vehicle use area is farmed. Sensitivity of the soils and bedrock to erosion is illustrated by local development of badlands topography. The soils are shallow and highly susceptible to erosion. The plant community ranges from grass and small shrubs to juniper.

VEHICLE USE HISTORY:

Vehicle use, mainly by motorcycles, over a period of 7 to 8 years has impacted an area of more than 400 hectares (1000 acres), and an area of more than 3,000 hectares (7400 acres) was designated open to ORV use in 1976 (U.S. Forest Service, 1976). The open designation did not apparently utilize any of the recommendations of a Los Padres National Forest (U.S. Forest Service, 1972) soils report which specified the types of soil and hill configurations most suitable for vehicle use, and recommended strict engineering standards and paving of trails above 4,000 foot elevations. In August, 1978 the area was closed to hillclimbing because of excessive damage. However, actual closure has not, as of November, 1978, been effected. Moreover, Los Padres National Forest has released a Draft Environmental Assesssment Report recommending that a 500 motorcycle enduro be permitted in Ballinger Canyon and adjacent areas (U.S. Forest Service, 1978).

VEHICLE IMPACTS ON PLANTS AND ANIMALS:

Grass cover is destroyed by a single traverse by a motorcycle, and large areas have been stripped (Fig. 1). Junipers growing on steep slopes are vulnerable to direct vehicle impact and to secondary effects of erosion brought about by vehicle use (Fig. 2). Smaller shrubs are destroyed by multiple vehicle impacts. Impacts on wildlife have not been examined, but this canyon is habitat for an endangered species of lizard and hybrid form of that species (U.S. Forest Service, 1976).

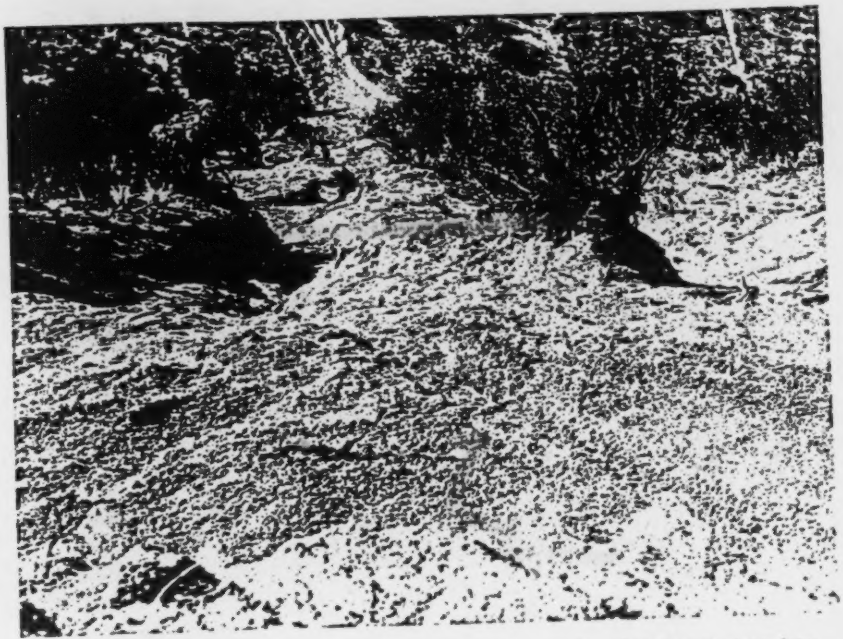


Fig. 2. — **Ballinger Canyon**, Los Padres National Forest. Destruction of junipers on steep slope brought about by direct vehicle impact and subsequent erosional exposure of root systems.

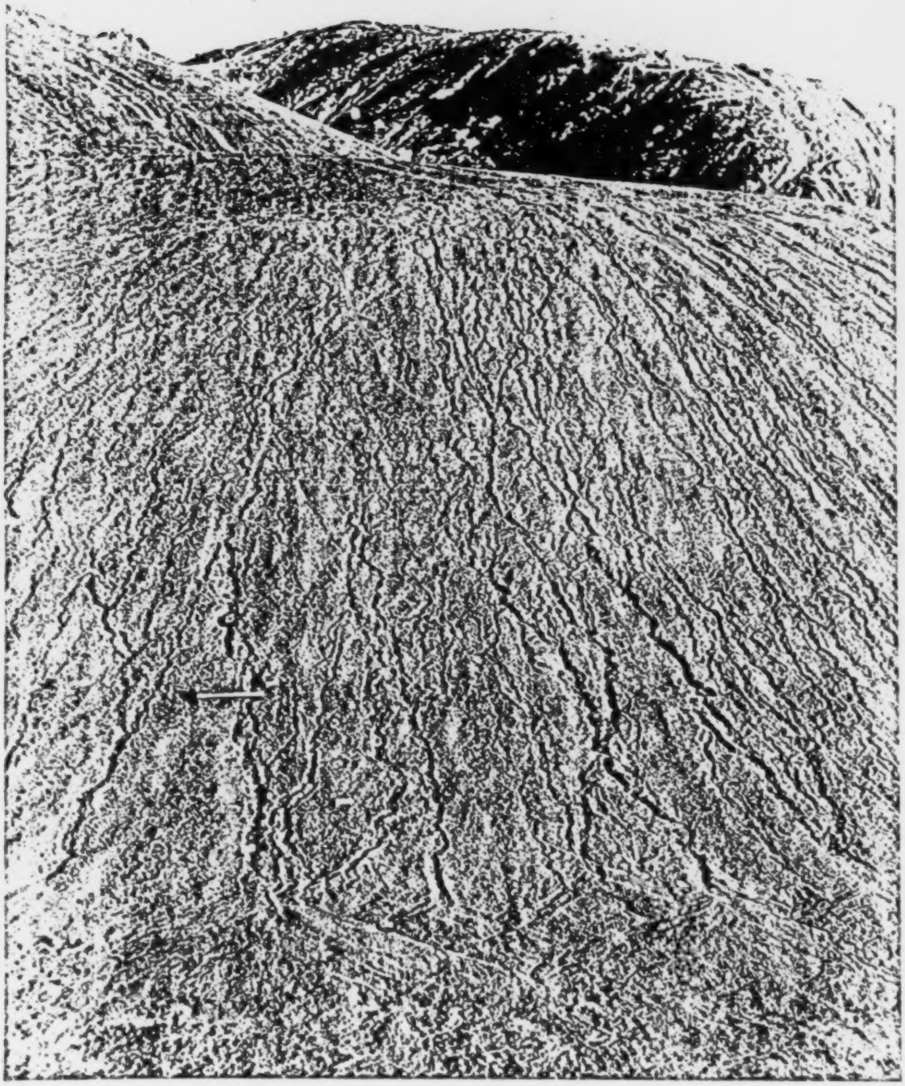


Fig. 3 — **Ballinger Canyon,** Los Padres National Forest. Rill erosion characteristic of the soil type recommended for vehicle use by a 1972 Forest soils report. Note depositional fans at base of slope. Vehicle use quickly obliterates this direct evidence of accelerated erosion. Hammer is 32 cm (12.5 in.) long.

VEHICLE IMPACTS ON SOILS, AND EROSION:

Extensive erosion is evident in areas stripped of their protective plant cover. The combined effects of direct mechanical erosion by the vehicles and water erosion has produced scars that penetrate well below the soil horizon into underlying rock units (Figs. 3-5). Cobbles and boulders displaced from the crest of the hill shown in Figure 5 form a thick, infertile cover that buries the original soils and plants lower on the hill. Water erosion built the fan of sand identified in Figure 5, which also buries formerly productive soils. Stull and others (1979), in a study of vehicle-induced erosion in the campground area of Ballinger Canyon, determined an erosion rate of 19,000 tons per sq. km per yr. (7300 tons per sq. mi. per yr.), a rate that exceeds Soil Conservation Service standards by a factor of 86. Sediment produced by this erosion has caused extensive burial of floodplain habitat, and the increased runoff has contributed to gullying of the floodplain and loss of habitat.

MITIGATIONS:

No devices such as catchment dams or diversions are used at this site to prevent damage to land not allocated to this use, including downstream farmland. No devices such as water bars or diversions to retard erosion on-site are in evidence. The trails do not appear to have been planned and violate commonly understood principles of soil conservation such as slope length and grade control. No systematic information on soil distribution and sensitivity to erosion that would allow planned use to prevent unnecessary resource loss was presented in the Environmental Analysis Report (U.S. Forest Service, 1976), although it was available in an earlier Forest report (U.S. Forest Service, 1972) that was not distributed to the public. No standards of acceptable vegetative and soil loss were set by the EAR (U.S. Forest Service, 1976).

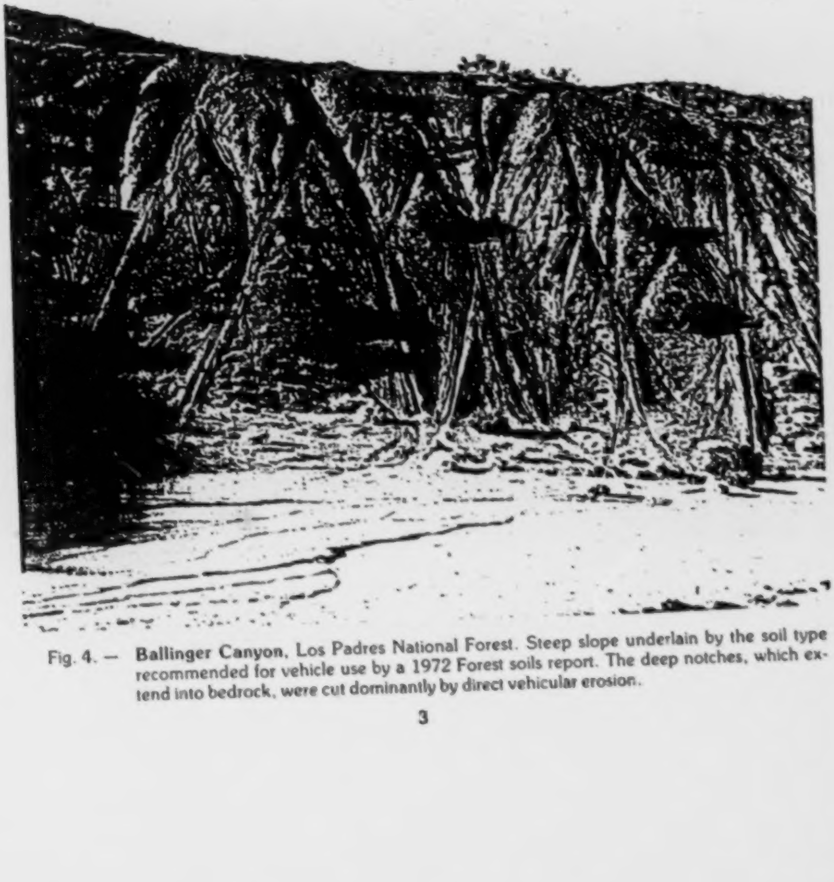


Fig. 4. — **Ballinger Canyon**, Los Padres National Forest. Steep slope underlain by the soil type recommended for vehicle use by a 1972 Forest soils report. The deep notches, which extend into bedrock, were cut dominantly by direct vehicular erosion.

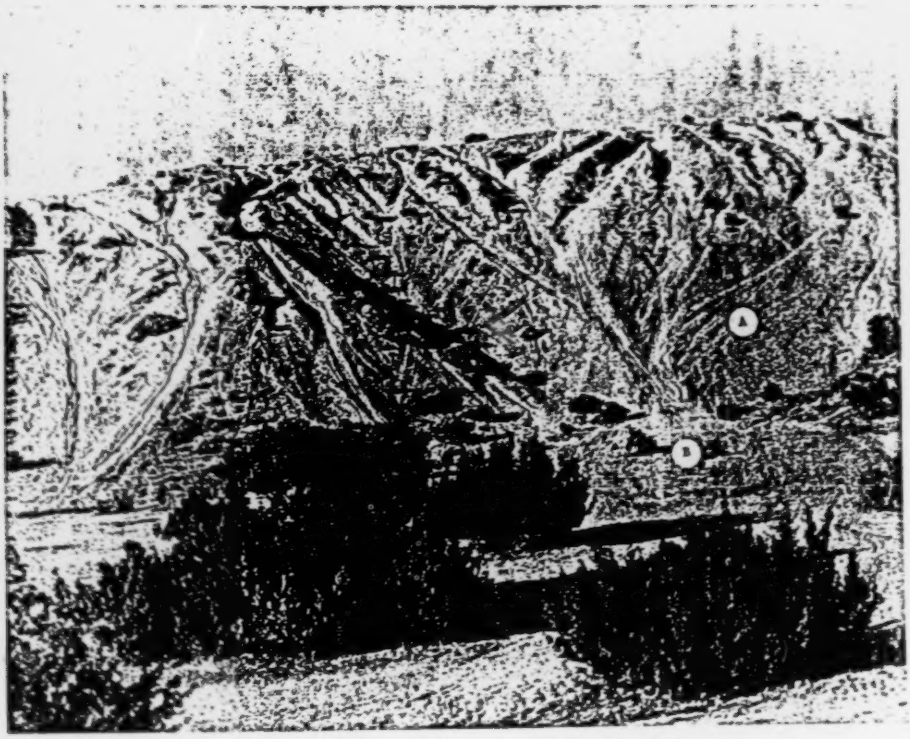


Fig. 5 — **Ballinger Canyon,** Los Padres National Forest. Deep slots (to 2 M) (6.5 ft.) cut in hillside by motorcycles. Rock and soil eroded from the slots forms a thick apron (A) burying plants and soils lower on slope. Water erosion of the trails formed the large sand fan at B.

Site 2. Blythe Intaglios
National Resource Land (BLM)

The intaglios near Blythe, California are a valuable archaeological resource that has suffered significant vehicle degradation (Figs. 6, 7). The figures were constructed simply by scraping aside a layer of dark pebbles at the surface exposing lighter material beneath. Motorcycles have damaged at least one figure, either before protective fencing was erected, or by gaining access through a gate in the fence. Two efforts were made by 4-wheel vehicles to break down the fence around one of the figures. In the Yuha Desert, protective fencing around an intaglio was cut and the figure destroyed by motorcycles (Los Angeles Times, August 6, 1975).

A single pass of a vehicle across mature desert pavement of the type in which the intaglios were made is sufficient to destroy it. As the intaglios are probably at least several centuries old, the vehicle scars are likely to remain as long.

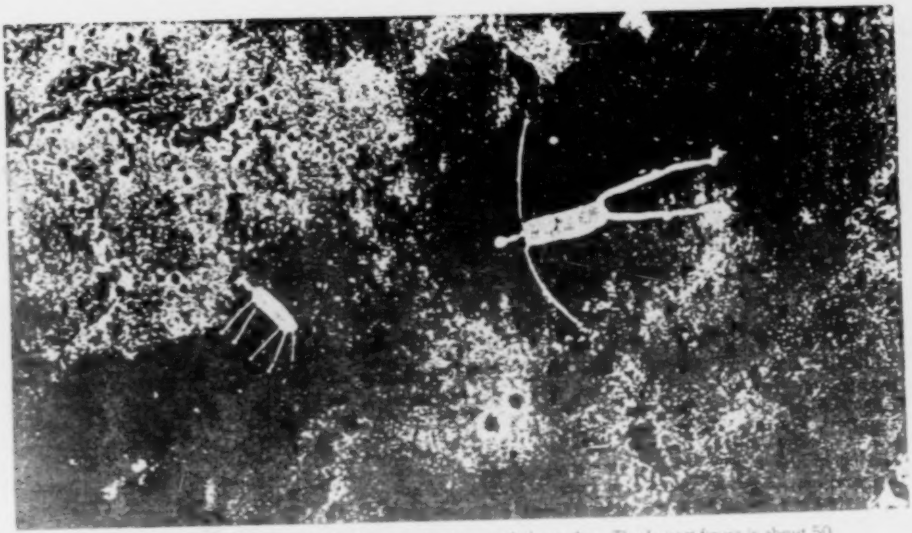


Fig. 6 — **Blythe, California.** 1932 photograph of unspoiled intaglios. The largest figure is about 50 m 161 ft.) long. Courtesy National Geographic Society.

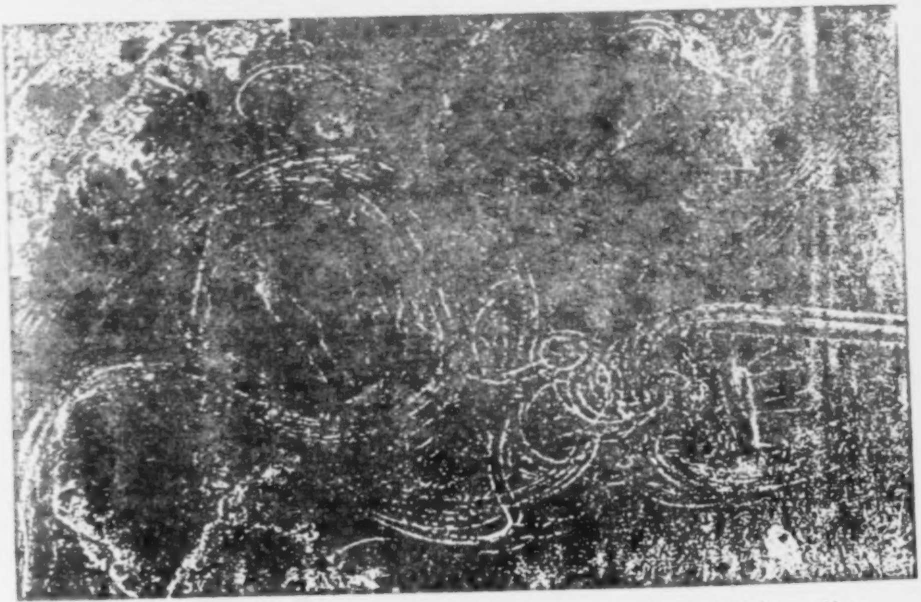


Fig. 7. — **Blythe, California.** 1975 photograph of intaglios showing extensive vehicle damage (there are three sets of intaglios in the immediate area, this is not the same set as shown in Fig. 6, but all three sets have suffered similar degradation).

Site 3. Red Rock Canyon State Recreation Area

SITE DESCRIPTION:

Site 3 is an unnamed ridge, informally called Tuttle Ridge, located in the Red Rock Canyon State Recreation Area. Land less than 1 km downstream is farmed. The ridge is 1.2 km long by 0.2 km wide (.75 mi x .25 mi.) and is mantled by soils that are highly susceptible to erosion. Vegetative cover is a creosote scrub community (Table 1).

VEHICLE USE HISTORY:

Use by motorcycles, dune buggies, and 4-wheel vehicles took place over approximately 5 years while the land was under the jurisdiction of the Bureau of Land Management. Use of this particular ridge was intensive, especially following partial closure of adjacent parts of Red Rock Canyon Recreation Area to ORVs in the summer of 1975, but substantial use has occurred over a large surrounding area exclusive of farmland. The ridge was closed to vehicular use in April, 1977 after acquisition by the State.

VEHICLE IMPACTS ON PLANTS AND ANIMALS:

Intensive vehicle use has destroyed all but the larger shrubs on most of the hill (Fig. 8; Table 1). Small plants were extensively destroyed, and the larger creosote shrubs underwent progressive degradation by direct vehicle impact, by erosional exposure of root systems of plants on the steeper slopes, and by burial by eroded debris on lower slopes.

VEHICLE IMPACTS ON SOILS, AND EROSION:

Vehicle use of the coarse sandy soils has churned the soil into an unstructured loose aggregate. Wind erosion has stripped some of the loose soil, and a portion of that has been deposited on the lee side of the hill. Severe water erosion of the destabilized soils is evident by comparison of figures 9 and 10. Erosion transects measured on this hill indicate loss of 11 million kg of material from the vehicle-disturbed parts of the hill (Wilshire and Nakata, 1977). Much of this material has been deposited on adjacent lower slopes where plant burial is evident. The remainder was carried southward into the agricultural lands. Although now closed to vehicle use, erosion remains active, and there are vehicle-created notches as large as 4 m (13 ft.) wide and 1 m (3 ft.) deep. Denuded slopes farther north in the Recreation Area that were closed to vehicle use more than 3 years ago are also undergoing active gully erosion.

Table 1. Plant Species on Tuttle Ridge (July 21, 1978).

On slope (less disturbed)
- *Cassia armata* (desert senna)
- *Oryzopsis hymenoides* (rice grass)
- *Acamptopappus sphaerocephalus* (goldenhead)
- *Lycium cooperi* (peach thorn)
- *Eriastrum densifolium* — a phlox (Mojave gilia)
- *Ambrosia dumosa* — burrobush
- *Larrea tridentata* — creosote
- *Opuntia basilaris* and *enchinocarpa* — (beavertail and silver cholla)
- *Ephedra nevadensis* — Morman tea
- *Eriogonum plumatella* — flat-top buckwheat
- *Stipa speciosa* — Needlegrass (?)
- *Eriogonum fasiculatum* — California buckwheat

Heavily disturbed slope:
- *Larrea tridentata*
- *Cassia armata*
- *Acamptopappus sphaerocephalus*
- *Oryzopsis hymenoides*
- *Ambrosia dumosa*
- *Hymenoclea salsola* (cheese bush)
- *Eriastrum densifolium mohavense*
- *Salsola iberica* (Russian thistle or tumbleweed)
- *Ephedra nevadensis*
- *Opuntia basilaris* and *enchinocarpa* — these are small and protected near bushes

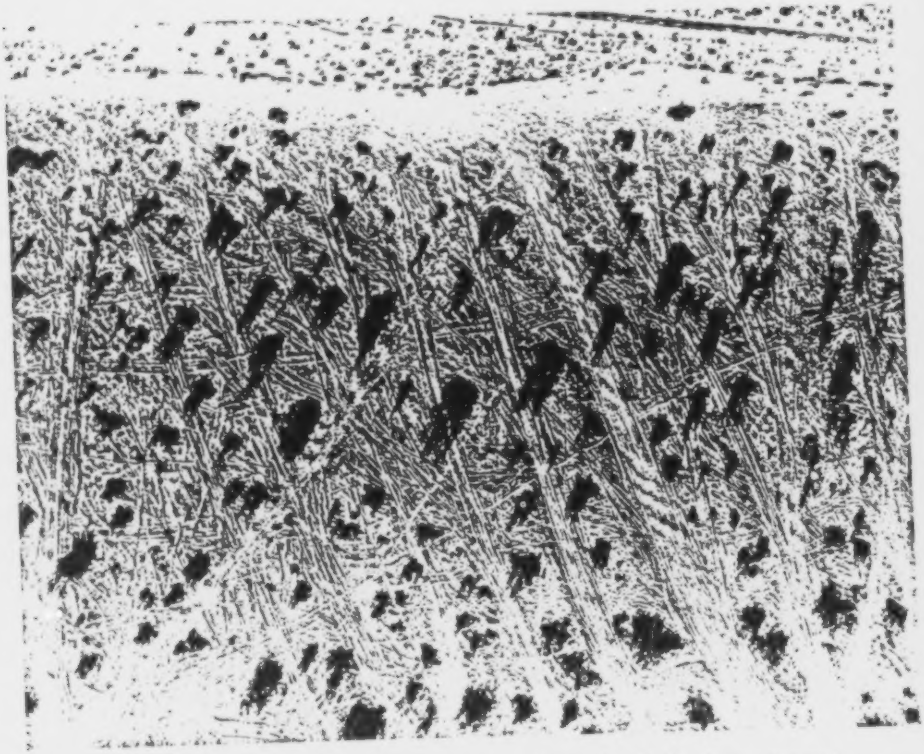


Fig. 8. — **Red Rock Canyon State Recreation Area.** Aerial view of small ridge showing that areas between larger shrubs have been saturated with vehicle tracks.

MITIGATIONS:

No erosion control devices are used to mitigate off-site effects of accelerated erosion, and none are used to retard erosion on-site. The trails apparently were established by the vehicles according to vehicle capability without regard to sound soil conservation practice. No efforts have been made to rehabilitate the closed areas which are now, and will remain for the foreseeable future, sites of accelerated erosion. The unmitigated erosion of this area contrasts with the California State Public Resources Code policy (Section 5001.5, d, 3) which states that "State vehicular recreation areas . . . . shall be chosen to insure that . . . . no adjoining properties incur adverse effects from the operation and maintenance of vehicular recreation areas . . . ." and under " . . . . all circumstances, conditions of accelerated and unnatural erosion shall be anticipated and prevented to the extent possible. Where the occurence of such erosion is unanticipated, every measure shall be taken to restore the area."

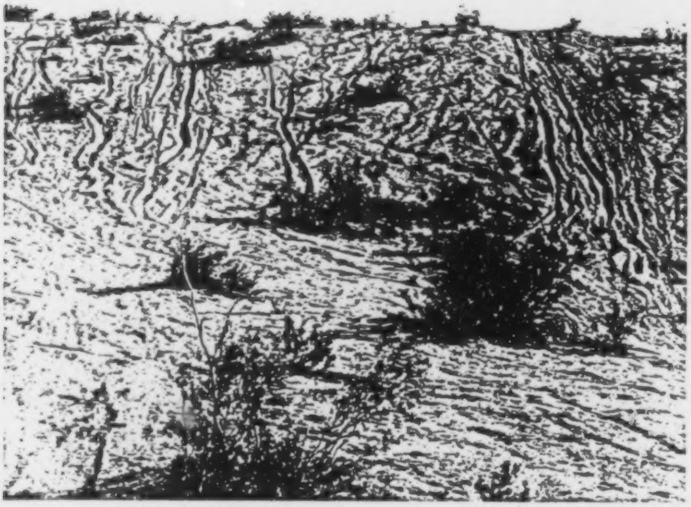


Fig. 9. — **Red Rock Canyon State Recreation Area.** Erosion of severely disturbed slope (Fig. 8), photographed November, 1975.

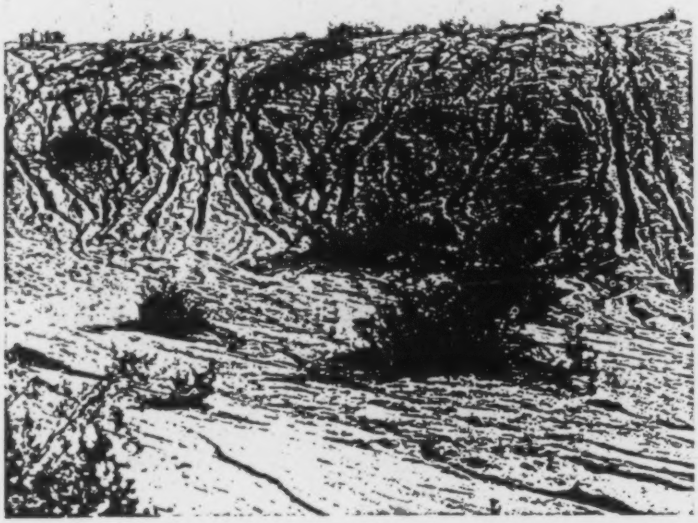


Fig. 10. — **Red Rock Canyon State Recreation Area.** Same scene as in figure 9, photographed September, 1976.

Site 4. Jawbone Canyon
National Resource Land (BLM)

SITE DESCRIPTION:

Jawbone Canyon is a desert-facing canyon in the southern Sierra Nevada. The terrain is steep, and soils are shallow and extremely sensitive to erosion. Vegetation is a creasote scrub and joshua tree community.

VEHICLE USE HISTORY:

Use by motorcycles, dune buggies, and 4-wheel drive vehicles over a period of perhaps less than 10 years has impacted extensive areas of the valley floor and 20 km (12.5 mi.) of canyon walls. About 2,000 hectares (5000 acres) of the canyon have recently been designated open to vehicle use (Bureau of Land Management, 1976a).

VEHICLE IMPACTS ON PLANTS AND ANIMALS:

Intensive vehicle use has stripped all but the larger shrubs and joshua trees from large areas; some hillsides have been completely denuded, and floodplain habitat has been extensively degraded (Fig. 11). Surviving plants near intensive use zones are undergoing progressive degradation by wind and water erosion which expose the root systems (Fig. 12). Only modest root exposure of the shallow-rooted joshua trees makes them vulnerable to toppling by wind. Small plants undergo sand blasting by sand blow from the vehicle-disturbed areas. No studies have been published of the effects of habitat loss or direct vehicle impact on animal populations at the site.

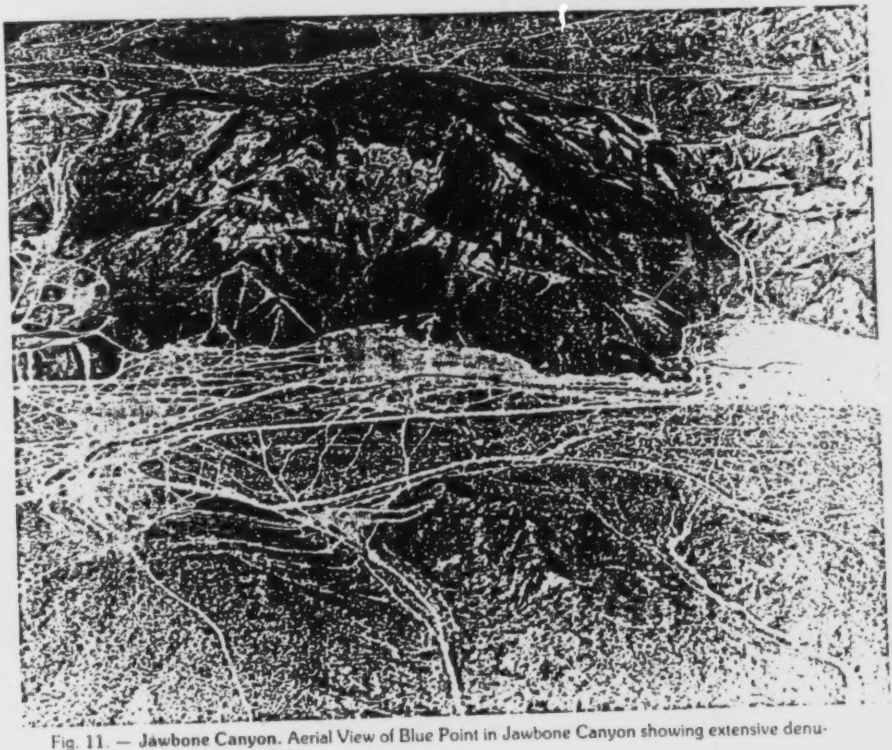


Fig. 11. — **Jawbone Canyon.** Aerial View of Blue Point in Jawbone Canyon showing extensive denudation of the floodplain.

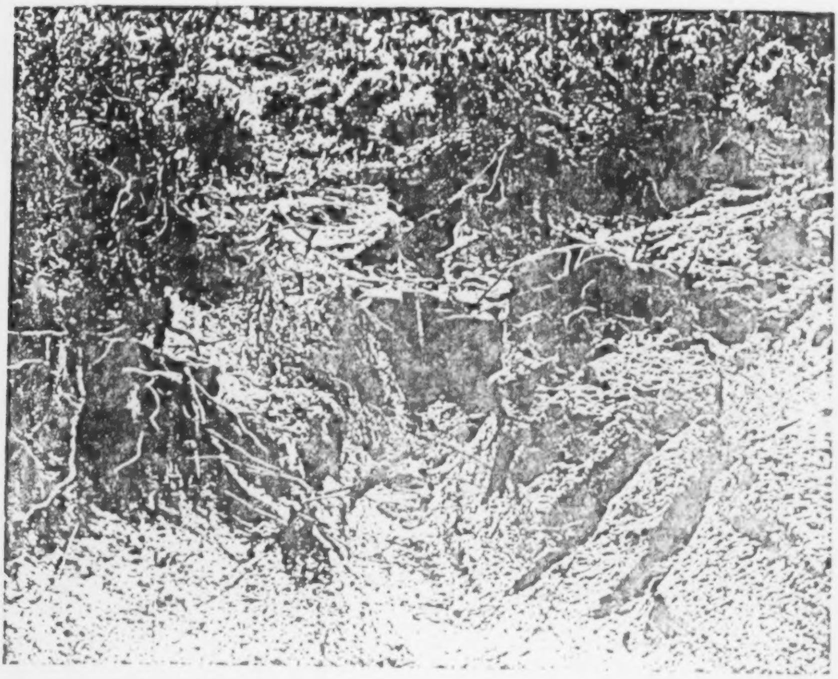


Fig. 12 — **Jawbone Canyon.** Severe root exposure of creosote shrubs caused by excessive runoff from ORV trail and headward erosion of gullies in the trail

VEHICLE IMPACTS ON SOILS, AND EROSION

Destabilization of the very sandy soils of Jawbone Canyon has produced an erosional response like that at the Red Rock Canyon site, but erosion is exacerbated by steeper and longer slopes. The canyon walls are extensively denuded, and bedrock has been exposed by erosion. As the bedrock exposures enlarge, vehicles can no longer negotiate the trails and new ones are established (Figs. 13, 14). Figure 15 is a view down a trail used by both 2- and 4-wheel vehicles. Rain produced a thick slurry of the churned soil that flowed out over the valley floor much like a lava flow burying valley bottom soils and plants, and doubtless trapping many burrowing animals. In this manner, fine-grained soils that had been locked in a verticle section anchored by plants are now spread in a thin sheet with a large surface area exposed to wind erosion. Moreover, the deep leveed channel through which the slurry flowed now forces traffic to the sides and causes expansion of the damage. Some slopes with very shallow and sensitive soils have been stripped entirely of their soil mantle (Fig. 16). Such hills, underlain by hard bedrock, are no longer negotiable by most vehicles, and new sites are sought where the inevitable sequence is repeated.

Denudation of the floodplain (Fig. 11) as well as the hillsides acts to increase the frequency and magnitude of flooding, both in the canyon and downstream where highway hazards and threats of flood damage to crops have been exacerbated. This is a growing problem in other desert-facing canyons in the southern Sierra Nevada such as Dove Spring Canyon, Bird Spring Canyon, Horse Canyon, and Sage Canyon which are being progressively denuded by vehicle use.

The Jawbone Canyon lands are among nearly 45 percent of lands in the El Paso and Red Mountain Planning Units (Bureau of Land Management, 1976 a,b) that were mapped by the Bureau of Land Management as severely susceptible to erosion, but which were opened to ORV use. The Yuha Desert Management Framework Plan (Bureau of Land Management, 1975a) permits ORV use of at least 50 percent of the lands that the plan designates as severely susceptible to erosion. All three plans declare that such lands will be protected by limiting uses that disrupt the soil.

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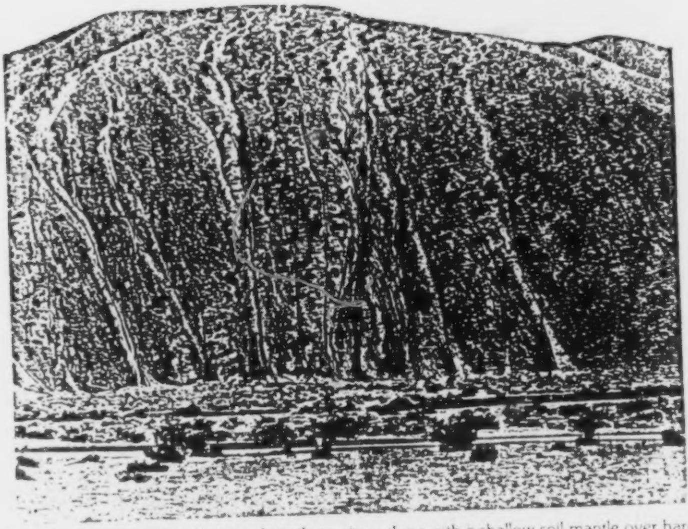

Fig. 13 — **Jawbone Canyon.** Motorcycle trails on steep slope with a shallow soil mantle over hard bedrock. Photographed September, 1976

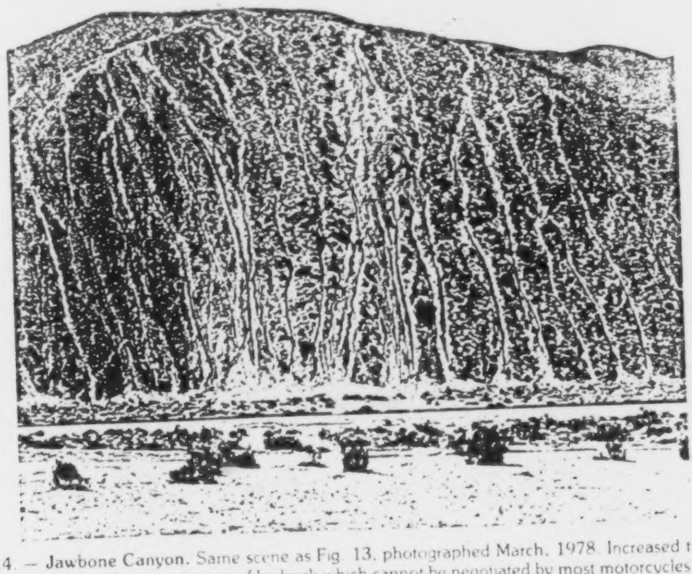

Fig. 14. — **Jawbone Canyon.** Same scene as Fig. 13, photographed March, 1978. Increased trailing is partly due to exposure of bedrock which cannot be negotiated by most motorcycles in the more deeply eroded trails.

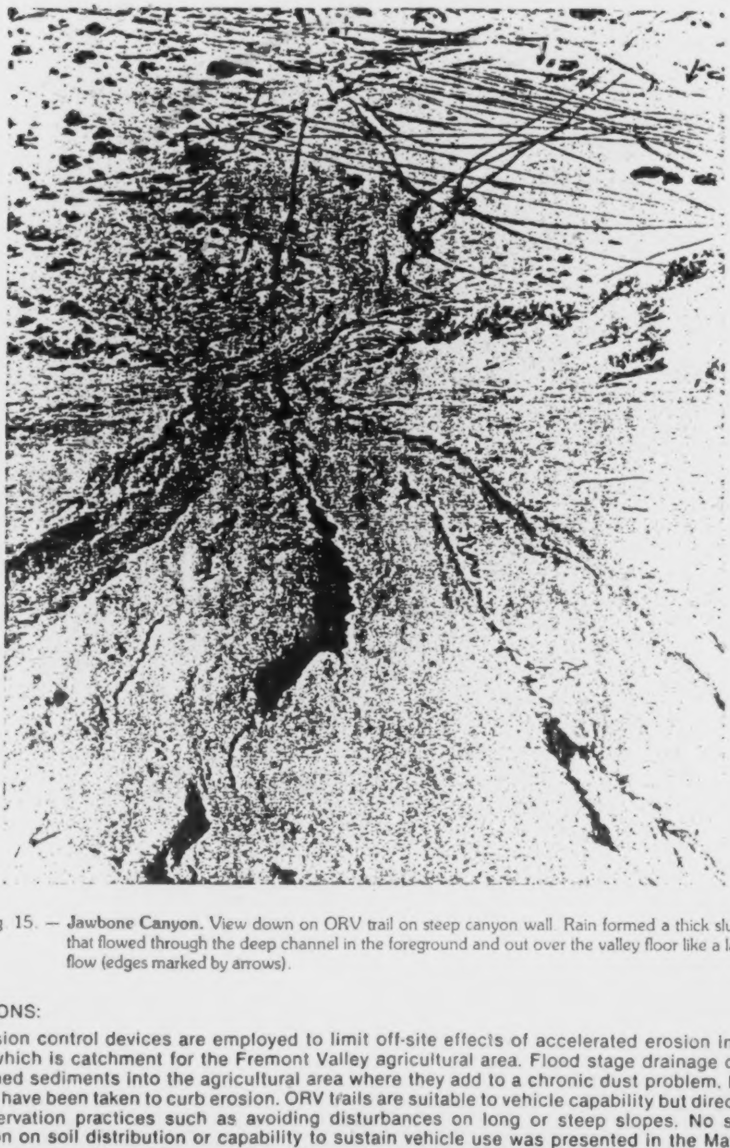

Fig. 15. — **Jawbone Canyon.** View down on ORV trail on steep canyon wall. Rain formed a thick slurry that flowed through the deep channel in the foreground and out over the valley floor like a lava flow (edges marked by arrows).

MITIGATIONS:

No erosion control devices are employed to limit off-site effects of accelerated erosion in Jawbone Canyon, which is catchment for the Fremont Valley agricultural area. Flood stage drainage carries the finer grained sediments into the agricultural area where they add to a chronic dust problem. No on-site measures have been taken to curb erosion. ORV trails are suitable to vehicle capability but directly violate soil conservation practices such as avoiding disturbances on long or steep slopes. No systematic information on soil distribution or capability to sustain vehicle use was presented in the Management Plan that authorizes this use (Bureau of Land Management, 1976a). No standards of acceptable vegetative or soil loss were set by the Management Plan (Bureau of Land Management, 1976a), and no systematic monitering has been undertaken to record the level of resource damage. Although the Interim Critical Management Plan (Bureau of Land Management, 1973) states that ORV areas in this region will be rehabilitated, this may not be possible in view of the severe damage already sustained.

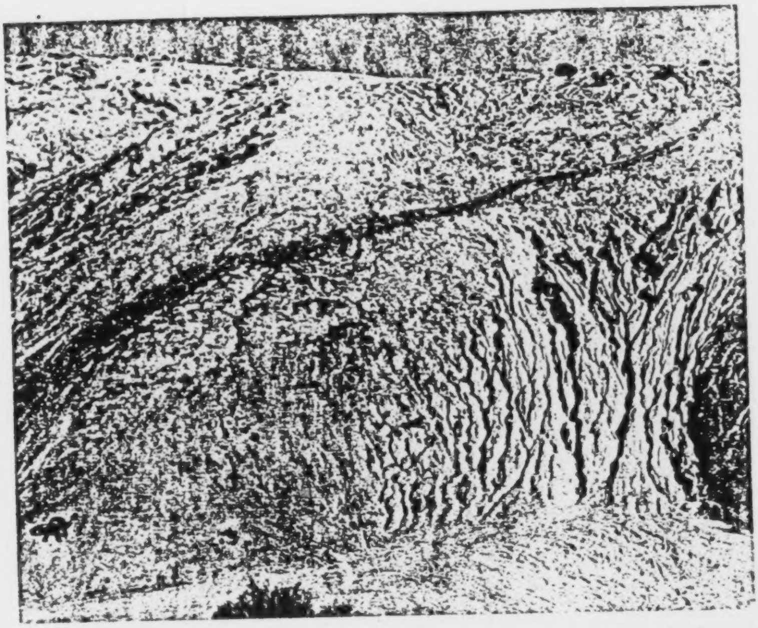

Fig. 16. — **Jawbone Canyon.** Central part of this hill has been completely stripped of soil exposing hard bedrock. Remnants of deeply gullied soil at right and center-crest reveal the cause: vehicle destruction of plant cover.

Site 5. Hungry Valley
Combination of National Forest, National Resource and Private Lands

SITE DESCRIPTION:

The Hungry Valley site is located in the San Emigdio Mountains near Gorman, California. The terrain is steep to moderately steep, and soils are deep to shallow and sensitive to erosion. Valley floors are farmed, and the grasslands are grazed. The area is in the catchment of Pyramid Lake Reservoir (Knott, 1978).

VEHICLE USE HISTORY:

Use by motorcycles, dune buggies, and 4-wheel vehicles has been intensive since 1971. In this time more than 800 hectares (2000 acres) have been severely impacted by vehicle use; 130 hectares (314 acres) of National Forest land were designated open to vehicle use by the Los Padres National Forest (U.S. Forest Service, 1976). Plans are presently underway by the State Parks and Recreation Department to purchase 19,000 acres of land here for a State Vehicular Recreation Area.

VEHICLE IMPACT ON PLANTS AND ANIMALS:

Vehicle use has quickly stripped grass cover, and direct vehicle impacts on the chaparral community are expanding in marginal areas and along cross-country trail systems that branch from the main use area. A small hill near the entrance was closed after substantial use to avoid a traffic hazard. Parts of the trails have revegetated, partly with Russian thistle, but others in which erosion had reached bedrock have not recovered (in approximately 2 years) and are actively eroding. In addition to direct vehicle stripping of vegetation, substantial loss of grazing capability has been sustained by burial of productive soils by debris washed from the ORV hillclimbs (Fig. 17). No study has been published of vehicle impacts on wildlife or wildlife habitat.

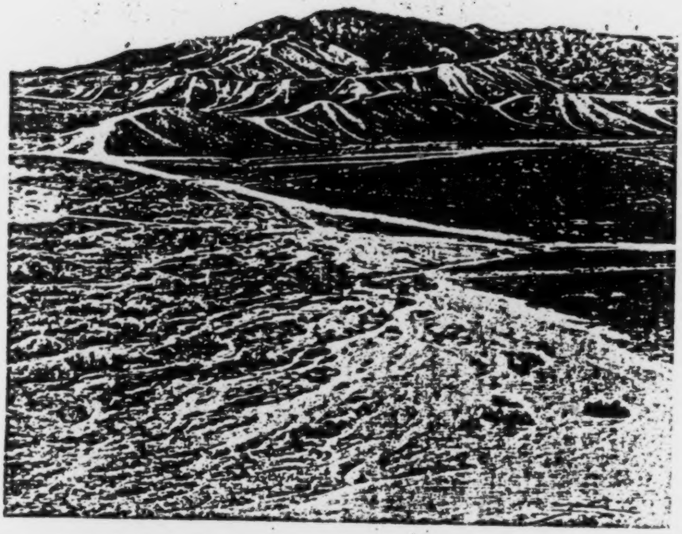

Fig. 17. — **Hungry Valley.** Burial of floodplain vegetation by debris eroded from areas denuded by off-road vehicles.

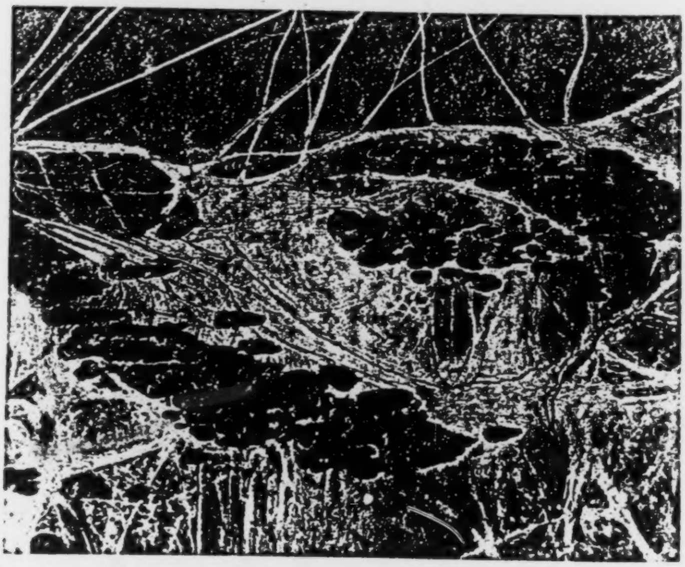

Fig. 18. — **Hungry Valley.** Aerial view of hills denuded by vehicle use. Drainage incisions at left of photograph have eroded headward into denuded areas.

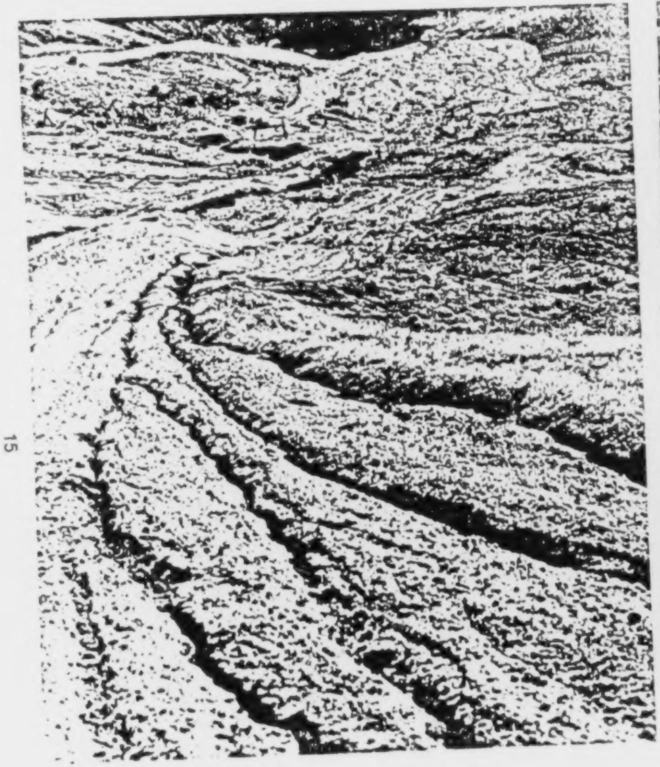

Fig. 19 —

Hungry Valley. Debris washed from gullies in ORV/trails has accumulated in a local depression 17 x 50 meters (55 x 161 ft) across at base of slope. Very much more debris was carried beyond this local depression downstream. Photographed September, 1976

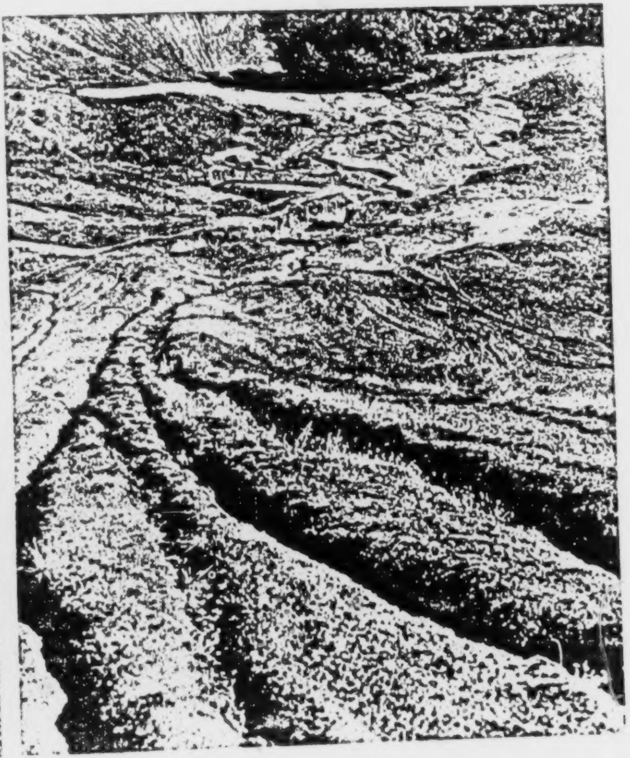

Fig. 20. —

Hungry Valley. Same scene as Fig. 19, photographed March, 1978. Note enlarged gullies in foreground and new gullying of flat area above trees.

VEHICLE IMPACTS ON SOIL, AND EROSION:

Two contrasting types of soil-response problems are well-illustrated at Hungry Valley: (1) certain steep slopes and hills capped by terrace gravels (Fig. 18; Figs. 20-23) are vulnerable to direct mechanical erosion by vehicles and to gully erosion; (2) more commonly, the soils are of a nature that resists direct displacement by vehicles and instead respond by compaction and formation of hard surface seals (Fig. 19). In this case, runoff is greatly accelerated and the erosional response is felt lower in the drainage system (Knott, 1978); this is visible in figure 19 where incision of the drainages by excessive runoff has migrated headward into the denuded zone.

Erosion and deposition monitoring results for these contrasting problem areas are shown in Table-2. Column 1 (Table 2a) shows incremental average losses recorded by exposure of three benchmarks that had been emplaced in 1969 at the crest of a hill (Fig. 17) capped by terrace gravels. By April, 1977 all three benchmarks had been entirely eroded out. Other columns in Table 2 record gully development in drainages receiving high runoff from off-road vehicle use areas. The first two columns in Table 2b record gully development in the cluster of oak trees at the top of figures 19-20. Headward erosion in the main gully below the trees, greatly accelerated by runoff from vehicle-denuded slopes, ultimately resulted in fusion of gully segments across a small depression that served as a temporary sediment storage area. Once this fusion occurred, the upper gully system began more rapid headward erosion resulting in fusion of higher gully segments.

Table 2a. Erosion, Deposition Data, Hungry Valley.

Date	Average Cumulative Denudation at 3 Benchmarks, Crest of Benchmark Hill
1969	Emplaced
1/8/76	20.9 cm (8.2 in.)
9/23/76	38.1 cm (15 in.)
4/24/77	54.3 cm (21.5 in.)

The effects of denudation of steep slopes underlain by the more erodible soils is shown in figures 21-22, photographed in May, 1976 and March, 1978.

MITIGATIONS:

No erosion control devices are employed to limit off-site effects, and accelerated runoff and increased sediment production may be adversely affecting downstream property as well as contributing sediment to Pyramid Lake Reservoir. No on-site techniques of erosion mitigation are used with the consequence that both the valley bottom farmland and grazing land are being degraded by increased runoff and deposition. Trail breaking violates commonly understood soil conservation practices. No systematic information on soil distribution or capability was provided by the Los Padres National Forest EAR (U.S. Forest Service, 1976) on the forest portion of the land.

Table 2b. Gully dimensions, landslide north side Long Ridge
Tributary from landslide to gully along base of slide.

Date	Depth at entry to main gully	Depth Knick Point	Length	Maximum Depth
2/22/78	2.0 m (6.5 ft.)	1.85 (6 ft.)	26 (85 ft.)	
3/10/78	2.35 m (7.7 ft.)	1.65 (5.4 ft.)	33 (100 ft.)	33 (100 ft.)

Main gully along base of landslide:

Date	Depth at lowest oak	Depth at top oak	Depth upper Knick Point	Upstream Migration of Upper Knick Pt.	Width at Straddling oaks	Depth at Straddling oaks
4/24/77	2.13 m (7 ft.)					
1/7/78	3.00 + m (10 ft.)					
2/22/78	3.4 m (11 ft.)	0.66 (2.1 ft.)			0.80 (2.6 ft.)	2.58 (8.5 ft.)
3/10/78	4.4 m (14.5 ft.)	0.76 (2.5 ft.)	1.12 (4 ft.)	21.0 (69 ft.)	2.12 (7 ft.)	3.00 (10 ft.)
4/6/78		0.76 (2.4 ft.)	1.30 (4.25 ft.)		2.30 (7.5 ft.)	3.25 (10.5 ft.)

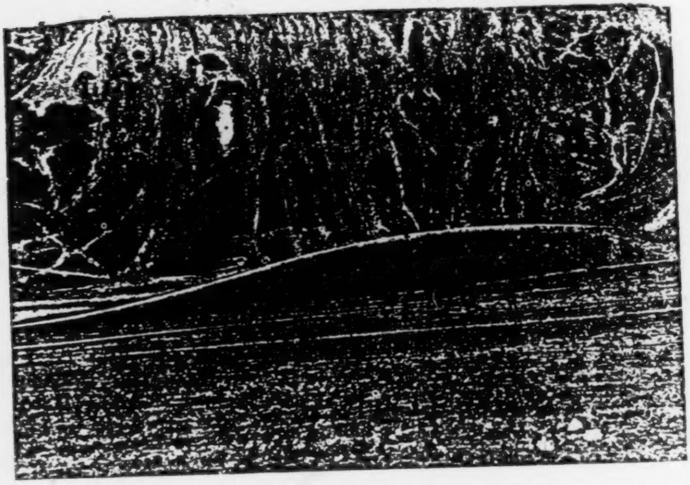

Fig. 21. — **Hungry Valley**. Erosion of steep slope denuded by ORV traffic. Photographed May, 1976

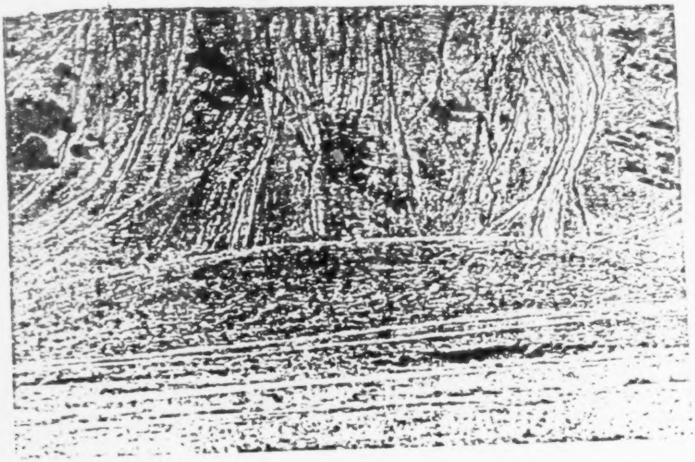

Fig. 22. — **Hungry Valley**. Same scene as Fig. 21, photographed March, 1978

Site 6. Barstow to Las Vegas Course National Resource Land (BLM)

SITE DESCRIPTION:

This 250 km-long (153 mi. long) motorcycle race course traverses a wide variety of Mojave Desert terrain (Bureau of Land Management, 1975b; Wilshire and Nakata, 1976). All soil types traversed, except perhaps certain dry lake deposits, are shallow and sensitive to erosion. Vegetative cover ranges from nil on dry lake surfaces to grass, creosote communities, joshua tree communities, and cactus-juniper communities.

VEHICLE USE HISTORY:

Similar, but not identical, courses were used for this 1-day motorcycle race in each of 8 years. As many as 3,000 vehicles participated in the races, which were run partly on existing roads and partly cross-country. Efforts to restrict use to a pre-planned course failed, and permit applications have been denied after 1974. However, each year following 1974 unauthorized races have been run on this course, starting with only a few participants in 1975 and reaching an estimated 500 to 600 participants in 1978.

VEHICLE IMPACTS ON PLANTS AND ANIMALS:

Extensive loss of small plant cover, both annual and perennial, was documented by the Bureau of Land Management (1975b) and Wilshire and Nakata (1976). Annual plants were reestablished in many of the tracked areas after 1974, but recovery of perennials is likely to be a much slower process. The effects of accelerated erosion on plants has not been examined. Trapping studies before and after the 1974 running of the race indicated 90 percent loss of small mammals (Bureau of Land Management, 1975b). A study made a year later (D. Hicks, A. Sanders, and A. Cooperrider, 1976) revealed population densities of certain mammals to be 80 percent lower in the race course area compared to unused similar habitat. This is the first study indicating severity of the effects of habitat modification by ORVs.

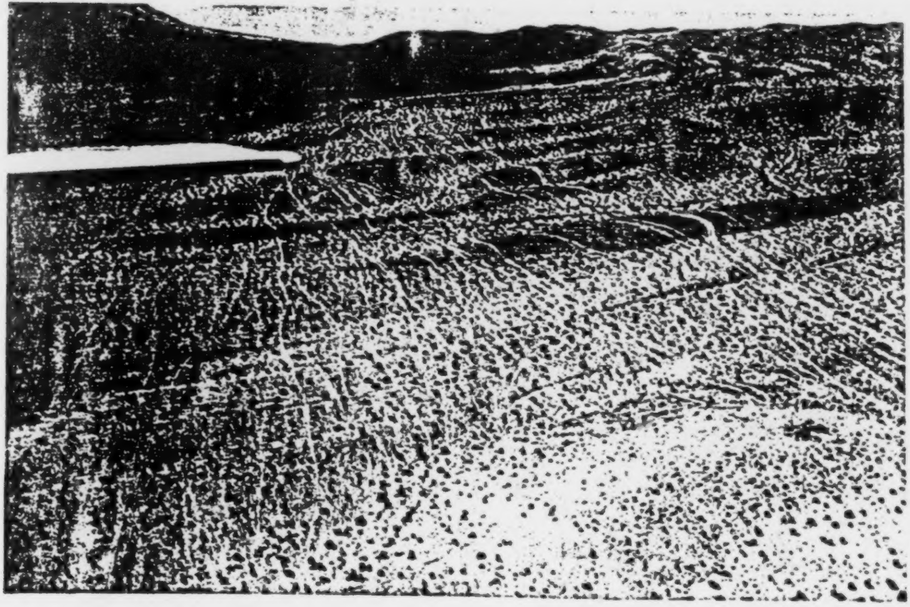

Fig. 23. — Barstow to Las Vegas Motorcycle Race Course. Aerial view of trails left by races.

VEHICLE IMPACTS ON SOILS, AND EROSION:

The only quantitative measurements made on soil modification on this course are surface strength measurements (Bureau of Land Management, 1975b; Wilshire and Nakata, 1976), which indicate substantial modification of soil structure. Direct mechanical erosion of soil during the 1974 race produced more than 610,000 kg (675 tons) of airborne particulates (Bureau of Land Management, 1975b). Predicted erosional consequences of surface disruption (Wilshire and Nakata, 1976) have been subsequently confirmed by Wilshire and Nakata (1977). Figure 23 is an aerial view of trails left by the 1974 race. The dark stripes crossed by the trails are very ancient surfaces capped by mature varnished desert pavements. With vehicular stripping of this cover, erosion has begun (Fig. 24).

MITIGATIONS:

Efforts to mitigate damage during the 1974 running of the race by channeling the course failed (Bureau of Land Managemen', 1975b). Damaged surfaces have not been restored, nor has any attempt been made to mitigate erosion, which will continue at an accelerated rate for the foreseeable future. The large areas of disrupted desert pavement surfaces will continue to yield wind-erodible fines that are winnowed out and carried to main drainages by water erosion for an indefinite time, thus contributing to long-term air pollution problems.

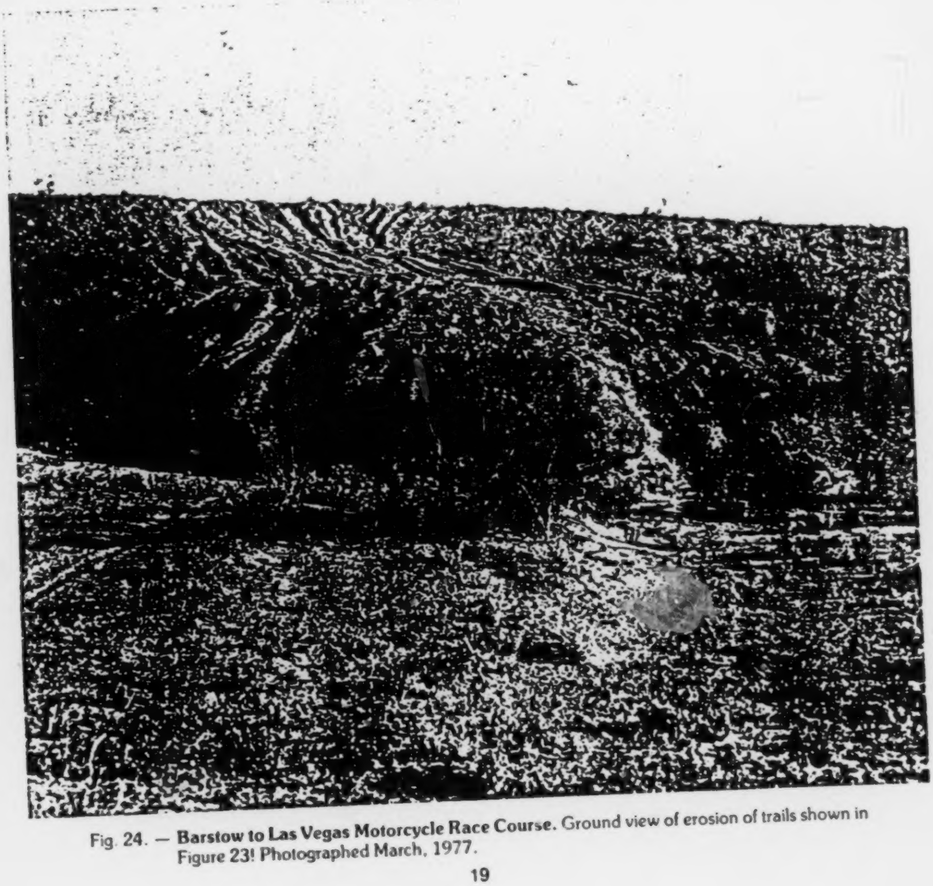

Fig. 24. — **Barstow to Las Vegas Motorcycle Race Course.** Ground view of erosion of trails shown in Figure 23! Photographed March, 1977.

Sites 7-9. Lancaster, Stoddard Valley, Shadow Mts. National Resource Land (BLM) and Private Land

No systematic studies have been made of these sites although they represent intensive use of public lands. Figure 25 illustrates extensive denudation of flat terrain near Lancaster, mainly by motorcycles, Figure 26 illustrates severe impacts in Stoddard Valley mainly from 4-wheel vehicle competitive events, and Figure 27 shows denuded pit and trail areas in the Shadow Mts. used for random vehicle recreation and competitive events by both motorcycles and 4-wheel vehicles. Soil disturbances of the types illustrated create fetch areas for wind erosion; wind erosion of the denuded soils in turn contributes to air pollution and may cause dissemination of disease forms endemic in the soils.

The lack of systematic data on the quantitative effects of this land damage contrast with presidential instructions (E.O. 11644) to monitor the effects of vehicle impacts on public lands, and the apparent magnitude of the impacts on vegetation and soils contrasts with presidential instructions (E.O. 11989) to immediately close areas that have suffered such damages to the types of vehicles that have caused the damage. Many other sites in the California desert are in like condition, such as Johnson Valley, the Rand pit area, Wagon Wheel, Bean Canyon, Koehn Dry Lake, El Mirage Dry Lake, Rasor Road, Rabbit Dry Lake, Piute Butte, Dove Spring Canyon, Horse Canyon, Bird Spring Canyon, and Afton Canyon, to name some of them.

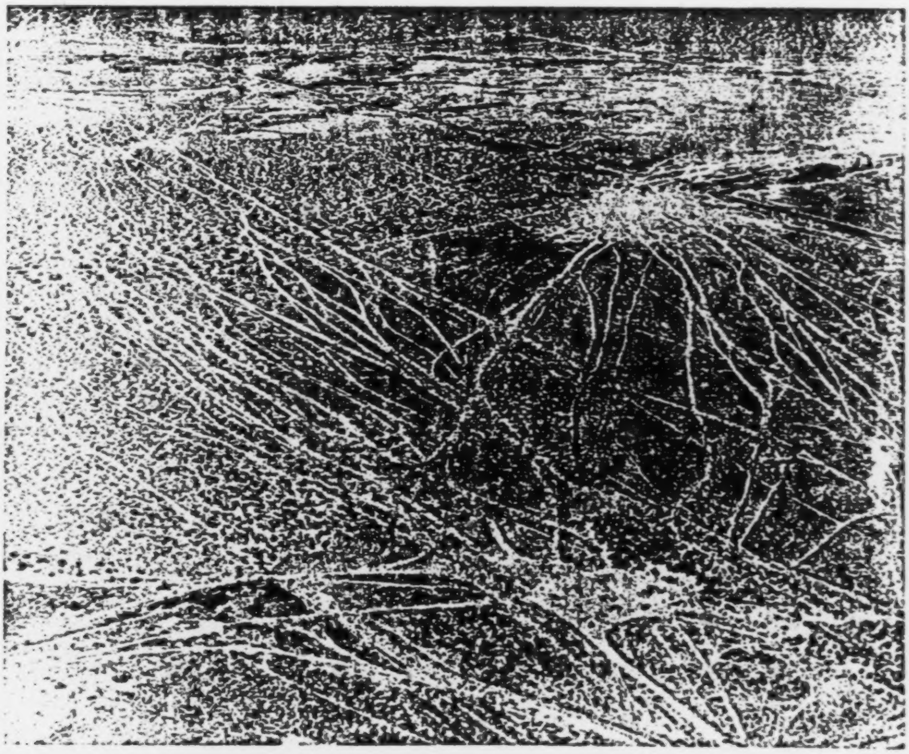

Fig. 25. — **Lancaster.** Aerial view of denuded pit areas and trails northeast of Lancaster. Dark vegetation in and adjacent to trails and pit areas is Russian thistle (tumbleweed).

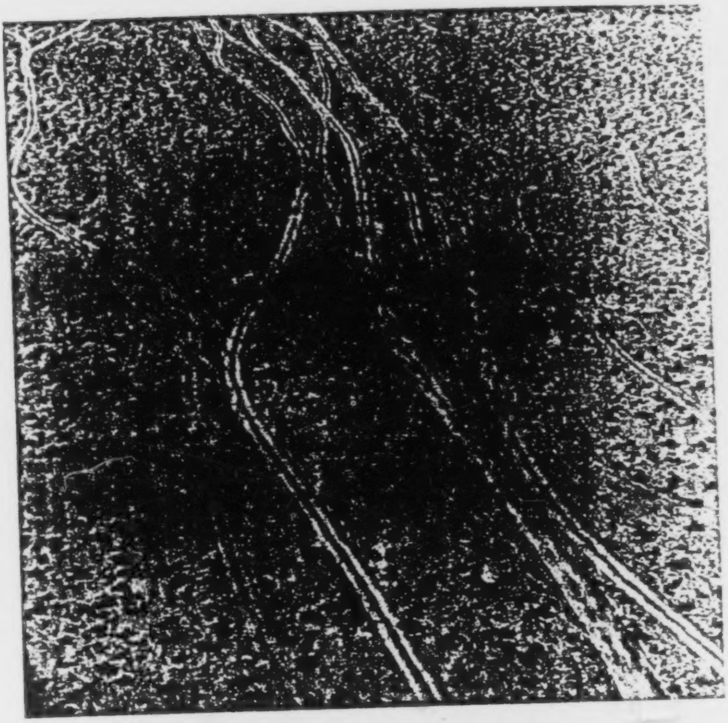

Fig. 26. — **Stoddard Valley.** Aerial view of trails left by 4-wheel vehicle competitive events

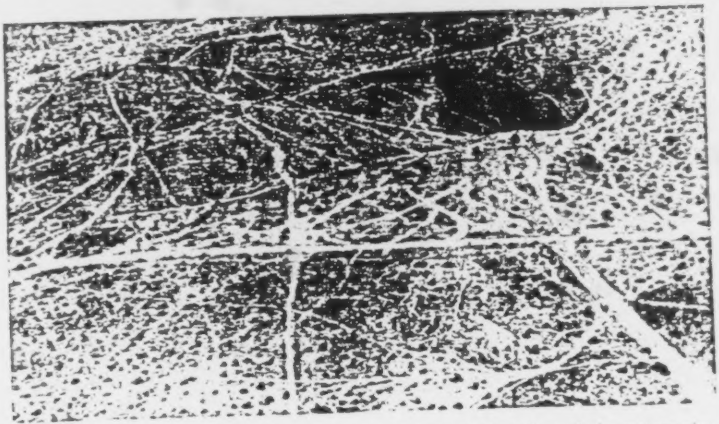

Fig. 27. — **Shadow Mountains.** Aerial view of pit areas and vehicle trails made by motorcycles and 4-wheel vehicles.

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ABOUT THE AUTHOR

Howard Wilshire is a member of the U.S. Geological Survey. This report was prepared as part of his official activities.

Mr. Wilshire is not a desk geologist. He will use any type of transportation to reach and photograph areas worthy of study. He visits them in all types of weather. If he wants to see what running water does to an area, he visits it during a rainstorm. As may be seen in this report, he makes a number of visits to the areas under study.

Mr. Wilshire has studied a wide range of geological problems, including such diverse terrestrial projects as volcanism, ancient meteorite impact craters, salt domes (in connection with the Nation's effort to secure acceptable nuclear test agreements), and processes that effect the deep interior of the Earth. Mr. Wilshire was also heavily involved in the Apollo program in studies preparatory to lunar landings, in training the astronauts, in live time mission science, and in studying the samples returned from the Moon. In the last five years he has directed his attention to environmental problems, especially those brought about by the use of off-road vehicles.

The DPC feels proud that such a devoted and conscientious investigator has allowed us to publish such a definitive work.

Senator McClure. That completes the panel for this morning. We will have a brief recess for a lunch break, but before doing that——

Governor Andrus. Before you do that, permit me the courtesy—I know I am not a member of the committee, but you have been kind enough to let me sit here and listen, but I think Mr. Hoyt's testimony or his comment or his observation requires a response from somebody, and I would choose it to be myself in this regard. Mr. Hoyt has used the language cast in stone. Mr. Ghan who was here, a Bannock County public official, said take it or leave it. Both implications are the same thing. Mr. Hoyt has said it was done in secrecy.

Both of those statements are totally false, and I think that Mr. Hoyt and the other people who testify here have every right to make the observations that they choose with reference to whether they agree or disagree with the components of the bill. But it is misleading, totally false, and frankly unfair to use that kind of language when the facts are totally different. In secrecy. Let me say to you, Mr. Hoyt, and to the other people, Rocky Barker was here, I saw him walking around earlier. Rocky Barker has written probably no less than fifteen stories in the past year about the wilderness proposal that was being drafted, where we have been visiting and what we have. I have in my possession at least two long desk drawers full of information that was given to me by people who are represented here today, I can look out there and see two or three of them quickly. I don't recall whether Trout Unlimited sent some in or not. There was a lot of information.

Senator McClure is not a novice nor a greenhorn, and neither am I. We have been around this state a long time. You have every right to disagree with us. You have ever right to oppose the legislation. You, sir, do not have the right to say that it was done in the dark of night in secrecy in some impliedly underhanded way.

[Applause.]

Senator McClure. I have stated earlier that this is not the time for us to debate, and I don't intend to do that, but I do want to certainly underscore and agree with the comments that the governor has made. We have during the entire year had voluminous input from all kinds of organizations and all points of view with respect to what they, the various individuals and organizations, thought ought to be reflected in the wilderness bill when presented. And every bit of that input has been carefully evaluated and has in many instances been very, very helpful to us in determining better what the conflicts on resource use was and will be.

I would like to, however, correct at least two or three I think erroneous statements, not matters of opinion certainly. I am not going to quarrel with people that have a different opinion than my own, that's the nature of our society. But I do want to correct at least one thing or two or three things.

It has been stated that the Bonners Ferry district management, several have said conflicts with grizzly bear management, but Mr. Hoyt is the only one who has said that it would mandate logging in Situation 1 grizzly habitat. That's patently false, it's inaccurate.

Second, I would remind you that sections 7 and 8 of the bill do not open up roadless areas to motorized travel, they are open now.

The bill would close a number of areas to motorized travel by designation as wilderness. And so when we are talking about permitting the use of ORV's, there are far more areas where the ORV's would be prohibited by wilderness designation, and there are none in which they would be opened up to ORV use where they are not now used. I would make reference to the White Clouds as an example. Some ORV use is being eliminated by the legislative proposal; none is being granted that does not now exist. So it's a restriction, not an enlargement of ORV use.

I guess without going any further in that direction let me say that the testimony this morning has been helpful. I have made a number of notes of things that I am going to look at again, and I am certain the governor has done also the same thing, to determine whether or not the information we had was accurate, whether or not any adjustment should be made. But I have tried to say publicly these are trade-offs. It is a balance. It is a compromise. And for every change that's made there is going to be some other change, I believe, in order to give it the opportunity for widespread support. And I haven't seen widespread support yet; all I have seen is widespread opposition. That doesn't produce solution.

And I would again invite individuals who have testified and others to tell us how to strike a better balance that has a better chance of solving the problems that confront this state. No individual is going to have all they want from this legislation; it simply is not possible. No single interest is going to get all they desire in this legislation. But we do seek to have a fair balance of uses. There are those who are entitled to roadless area and primitive and wilderness area experiences. There are others who are entitled to have some public lands available to them for the kinds of recreation which they choose, whether it be horseback riding, hiking, or trail bike or snowmobile use. There are others who are entitled and some consideration of their interests with respect to other uses of public lands, and those are in conflict with each other. And what we seek to do is find a balance between those conflicts that will meet the test of public interest now and for years in the future.

Governor ANDRUS. What drives me in this, ladies and gentlemen, is that I know what's going to happen if we don't act. And Mr. Detweiler and I can argue about politics or Alaska, that's not going to serve anything here. We differ on both. But it's a situation where the scenario will be as follows: That the 9 million acres that are now roadless are supposed to be maintained that way until we act on a wilderness proposal. The Forest Service management plans have designated their proposed areas for wilderness. They have taken the position, and I think they are wrong, but they have taken the position that if it's not in their proposal for wilderness, they can go in there with a timber sale. So if we do not act, I see the Forest Service offering a sale in a portion of the 9 million acres that they are not proposing for wilderness designation and some people who are present in this auditorium or some friends of mine over in Boise or in Lewiston or someplace will move into the federal district court to enjoin them from acting in that timber sale. And then, ladies and gentlemen, Katie bar the door, because once again some federal judge someplace is going to make the decision that we ought to be making. So that's what's driving the two of us to see if we can't resolve it here. Now, if we can't, some day you'll look back and say, oh, that's what that bald-headed fellow was talking about in Idaho Falls that day. Because it's going to happen just as sure as we sit here.

Thank you very much.

Senator McClure. We will stand in recess until the hour of 1 o'clock, a little over 37 minutes from now.

AFTERNOON SESSION

Senator McClure. We have 142 persons on the witness list. We have been informed by some that they had called in and their names do not appear. If indeed an error has been made, we apologize for that, and we will try to find time to accommodate to those persons who have called in and want to testify as well as those late in the day, if we have time, we'll also hear those who have not called in, but it will be late in the afternoon, obviously, before we can get to that group of people.

Because of the numbers of people, we are going to limit the oral testimony to not to exceed two minutes. The written statements will appear in the record in full. Only by doing that do we have any chance of hearing all of those who wish to testify. It's been my experience in the past at other hearings where great numbers of people were involved that much of the testimony is repetitious, and late in the afternoon some people will decide that their statement has already been made by someone else that they have heard once or several times during the day, and they will desire only to file their statement and not to stay later in order to give the oral statement. Of course anyone who wishes to do that is welcome to do so.

I would also advise that if there are several people who came together who have the same kind of statement to give and you wish to yield your time to some other member of the group, if you will let us know, we will make arrangements so that your written statement can be submitted and the time may be given to someone else in your group so that you might have a little bit longer time for the designated spokesman for that group of individuals. We are trying to do this in a way that will give the greatest number of people the greatest opportunity possible to register here with the committee and/or publicly the point of view that is held by each.

We will try to follow a system this afternoon that is somewhat similar to that this morning. We will ask that the first eight people come forward to the stage and take their seats at the desk and that the next eight people come down to the front row so that we can move people relatively smoothly and quickly and we don't waste time trying to get people to the stage and to the tables for their testimony. Obviously as you take your seat at the table and it's your turn to testify, I hope others will pass the microphone to you so we can without any substantial delay go forward with the testimony.

With that I would call upon the first eight people on the witness list to come forward to the table: Marc Maddox, Bill Maddox, Russ Thurow, C.L. Gilpin, Dallas Olson, Ed McCallum, Sylvia Ewart and JoAnn Walters.

And while they are taking their seats at the tables, if the following people would come down to the front and take seats in the front row: Dennis Kennedy, Patricia Fitzgerald, Richard Combs, Bill Guth, Clark Collins, John Butterfield, Ted Reed, and Gerald Oliver.

Mr. Maddox, you came all the way from Midland, Texas, and you are No. 1.

STATEMENT OF MARC MADDOX, MIDLAND, TX

Mr. **Marc Maddox**. My name is Marc Maddox and I am a petroleum geologist by trade.

First of all I want to commend your efforts in trying to reach a compromise on this issue, it's a difficult task, and I think a realistic solution has to be found. I am going to talk particularly today about my concerns as a citizen over the proposed wilderness designation for the Palisades area, because that's an area I know something about. That's not to say that it's the most important area involved, but the only one I feel strongly about. I feel that irrevocably removing public land from development of its natural resources is irresponsible. Just the same, I believe any development which is allowed should be strictly but not repressively policed in order to assure minimum environmental damage.

As of February 29 of this year the demand for crude oil and petroleum products in the United States was 17.2 million barrels per day. Of this amount 6.7 million barrels were imported from outside of the United States. Another 2.1 million barrels per day comes from Alaska. That makes a total of 8.8 million barrels, or 51.4 percent of our daily demand, comes from strategically vulnerable sources. It may seem strange to speak of these kind of statistics in a state that has no oil or gas production. However, the Palisades area lies along a trend of oil, gas, and sulfur production which was established in Canada in the early part of this century. Geologically this trend is known as the Overthrust Belt. It is responsible for those long parallel ridges somebody was earlier talking about west of the Palisades area.

Production along the trend was not extended to the Idaho-Wyoming-Utah portion until 1975, when oil was discovered in Utah. Since that time there have been at least three giant and two major oil and gas fields discovered in the southern portion of the Idaho-Wyoming-Utah part of the Overthrust Belt. This has resulted in proven recoverable reserves to date in the southern part of the trend of 2 billion barrels of oil and 7 trillion cubic feet of gas. A majority of that production is located on the exposed Absaroka thrust sheet, which is also exposed under similar geologic conditions in the Palisades area. In fact, the Palisades area is so similar geologically to the producing part of the trend to the south, that in 1985 the United States U.S.G.S. published a mineral resource assessment which gave the Palisades a high oil and gas potential rating.

Senator **McClure**. I wonder if you have a brief summary.

Mr. **Marc Maddox**. I'll make a brief summary. I feel like there are significant oil and gas reserves up there. That's evidenced by the current activity of the Anschutz, and there is a seismic program underway which should result in some activity. Nearly all of our base industries which drive our economy depend or are dependent upon natural resources and exploiting them effectively, and I feel like to withdraw these lands from development of their resource potential really can't be justified.

Thank you.

[The prepared statement of Mr. Marc Maddox follows:]

Marc Maddox
214 W. Texas Suite 716
Midland, Texas 79701

The following is a copy of my testimony to be given at the public hearing to be held in Idaho Falls, Idaho, on March 10, 1988, regarding Senate Bill S-2055, "Idaho Forest Management Act of 1988". I will be speaking as a concerned citizen, taxpayer, and resident of the United States of America.

The time has come to establish a balance in this country between those who would like to see the environment preserved at all costs, and those who would exploit our natural resources at any expense. The cost of preserving natural environments as some would have it would be the economic stagnation of the United States. Stagnation that would inevitably lead to decline. The expense of exploiting our natural resources with disregard for the environment would be the loss of a part of our heritage and a basic part of American culture. Neither side has any regard for the future, because with one there can be no future and with the other the future looks bleak. Both plans are short-sighted. Here is where responsible government must intervene. Regardless of any individual personal concerns our elected officials must think toward the future. Not only into the next century, but to the one beyond.

Compromise is the key. Surely we have evolved to the point that we can responsibly develop our natural resources while minimizing the adverse effects on our environment. By removing vast areas of "wilderness" land from potential development we are closing our eyes to the reality of the world that surrounds us. By not developing our natural resources we increase the lop-sided balance of trade that is economically crippling our nation. Blindly locking away public lands is as irresponsible as laying waste to them in order to develop their resources. These lands should never be made inaccessible for development, but neither should carte blanche be given to those who want to see their resources developed. A middle ground must be reached. Vacillating on this issue creates an environment of instability. When American corporations have more faith in the business environment overseas than in the government of the United States it is apparent that a violation of public trust has been committed by those who run the system.

I will now address my concerns as a citizen of the United States over the proposed wilderness designation of the Palisades area, because it is an area which I know something about. This is not to say that it is the most important area involved, or the only one which should not be withdrawn from access to development. Irrevocably removing any public land from development of its natural resources is fiscally, culturally, and historically irresponsible. Just the same, any development which is allowed should be strictly but not repressively policed in order to assure minimum environmental damage.

As of February 29, 1988, the demand for crude oil and petroleum products in the United States was 17.2 million barrels per day. Of this amount 6.7 million barrels were imported from outside of the United States. Another 2.1 million barrels per day come from Alaska. This means that a total of 8.8 million barrels, or 51.4% of our daily demand, comes from strategically vulnerable sources.

The Palisades Area lies along a trend of oil, gas, and sulfur production which was established in Canada in the early part of this century. Geologically this trend is known as the Overthrust Belt. Canadian Overthrust production is primarily from Mississippian age reservoirs. Production along the trend was not extended to the Idaho-Wyoming-Utah portion until 1975, when oil was discovered at Pineview Field, in Utah. Since that time there have been at least three giant and two major oil and gas fields discovered in the southern portion of the Idaho-Wyoming-Utah part of the Overthrust Belt. This area covers roughly 800,000 acres with proven recoverable reserves of over 700 million barrels of oil and 8 trillion cubic feet of gas. A majority of this production is located on the exposure of the Absaroka Thrust Sheet, which is also exposed under similar geologic conditions in the Palisades area. In fact, the Palisades area is so similar geologically to the producing part of the trend to the south, that in 1985 the United States Geological Survey published a mineral resource assessment which gave the Palisades a high oil and gas potential rating (USGS MF-1619-A and B). A statistical study of the oil and gas potential of proposed wilderness lands in Idaho which was published by the USGS in 1983, established a median potential reserve of 179 million barrels of oil and 1.7 trillion cubic feet of gas for wilderness areas in Idaho, with all of the high potential lands being in the Palisades Roadless Area (USGS circular

902 A-P, and Open File Report 84-363). Clearly the Overthrust Belt represents the most important new petroleum province in the lower 48 States.

For the last two years The Anschutz Corporation of Denver, Colorado, has been conducting as exploration program in and around the Palisades Area. Anschutz is currently drilling their fourth well in the program to evaluate Mississippian objectives at 16,500 feet. This well is located in section 20, township 2 north, range 44 east, Bonneville County, Idaho. It is within the Palisades Roadless Area. In the East Palisades Area of Wyoming, geophysical activity is underway which could result in the drilling of an oil or gas test in the near future. This places the proposed Palisades Wilderness between and on trend geologically with active oil and gas exploration programs.

The Palisades Area is one of the few onshore Continental United States regions left where there is a chance of discovering a giant petroleum reserve. These types of accumulations have provided the economic and strategic dominance which have helped the United States to prosper in the world economy over the last century. To remove this area from oil and gas exploration could significantly affect the future petroleum reserve base of our nation.

Nearly all of the base industries which drive our economy depend, or are dependent on, the utilization of our natural resources. These industries provide employment, tax revenues, and real growth in our economy. To remove these natural resources from access to development is to deprive future generations of the greatness of this nation. We must be bold enough to make rational decisions where our wilderness lands are concerned. Withdrawel of these lands from development of their resource potential cannot be justified.

Senator McCLURE. Thank you. I am sorry to have to cut you off.

Mr. MARC MADDOX. I would like to add one thing. I would like to say that I always like to see language in a bill specifically address oil and gas exploration.

Senator McCLURE. Thank you.

Mr. Bill Maddox.

STATEMENT OF BILL J. MADDOX, DENVER, CO

Mr. BILL MADDOX. Gentlemen, I want to discuss my opinion of the Palisades portion of this bill. Again I am in the oil business, I am from Denver, Colorado. And the one thing I understand after listening to all the people speak this morning, we do have one thing in common, a serious thing, and I want to leave for my grandchildren, too, and it's less of a deficit that our country has, and the deficit is brought forth by importing oil and gas, or oil. And I feel that the Palisades area, as has been brought out before, has great potential.

The Anschutz Drilling Company that's up there right now has spent, on their first test they spent six million bucks; to test their drilling right now will probably cost that much or more. If they feel that strongly about there being oil and gas there, I think we should let them try. The U.S.G.S. made a statement after studying—they started a study in 1979 in this area, they published it in 1985. They said that this area has as good a potential as anyplace probably in the United State.

[The prepared statement of Mr. Bill Maddox follows:]

BILL J. MADDOX
1860 Lincoln Street
Suite 412
Denver, Colorado 80295

March 10, 1988

Testimony to be given at the public hearing March 10, 1988, in Idaho Falls, Idaho, concerning proposed Senate Bill S-2055 (Idaho Forest Management Act of 1988).

The purpose for my being here is to acquaint you with reasons for my opposition to a part of the proposed Senate Bill S-2055 (Idaho Forest Management Act of 1988).

Of the 1.4 million acres covered by S-2055, I refer only to the oil and gas potential of the 155,200 acres covered by the Palisades area in eastern Idaho. In no way do I intend to ignore other potentials of the areas which will be and have been brought to our attention by the timber industry and other groups. The majority of the reasons have not changed since the battle against Senate Bill S-2801 in 1982.

Not with the thought of fighting all wilderness proposals but with the intention of making available to our political leaders information concerning oil, gas and other mineral potentials of given areas, the USGS began a study of the

Palisades area in 1979. The study entitled "Mineral Resources Potential of the West and East Palisades Areas of Idaho and Wyoming" was published in 1985. Findings of this study made possible the following statement by the USGS: "The areas have high potential for oil and gas reserves." This leaves little room for doubt that these areas should be tested for oil and gas.

Our countries trade deficit is in great part due to our necessary oil and gas imports. With that in mind, I find it hard to believe any group would propose locking up the Palisades areas after the USGS has made the above statement.

The Anschutz Corporation is now drilling on its fourth test well in the area. The first of these tests costs over six million dollars. The test which is now drilling has a proposed total depth of 15,000 feet and will cost at least as much as the first test. The Anschutz Corporation is a successful oil company and would not be making these large expenditures in this area if they did not believe that large reserves are likely to be found in here.

Across the state line into Wyoming, but still in the Palisades area, Equity Oil Company has a million dollar plus seismic program ready to commence. A program such as this should end with the drilling of a very interesting exploration test.

The 155,200 acres in the Palisades area covered by S-2055 lies between and adjacent to the presently active oil and gas exploration by the Anschutz Corporation and Equity Oil Company.

I feel sure that some of the citizens of Idaho are not aware of the fact that if these big reserves are found, the state would receive one-half of the royalties paid to the federal government. Along with these royalties, the state would benefit from property taxes and jobs for its citizens. An interesting example of the benefits to be gained by a country from property taxes is the fact that Unita County, Wyoming, which has some of the Southern overthrust production in it, receives 88% of its property tax from the oil industry.

Keeping in mind the USGS reports, the present drilling and seismic work being done by oil and gas exploration companies in the Palisades area and our country's deficit, it is hard to imagine that any consideration would be given to putting the Palisades areas into the proposed Senate Bill S-2055.

Being passive is a dangerous route to take. Get involved and help to see that these lands are kept for the benefit of the majority of the people and not for the use of the minority of the people as proposed in Senate Bill S-2055.

Bill J Maddox

Bill J. Maddox

Senator McCLURE. Thank you very much.

Mr. Rus Thurow?

[No response.]

Senator McCLURE. Mr. Gilpin.

STATEMENT OF C. L. GILPIN, CHAIRMAN, CITIZENS FOR MULTIPLE USE, SALMON, ID

Mr. GILPIN. Senator McClure, Governor Andrus.

I am employed in the lumber industry at Salmon, Idaho. I am also the chairman of the Citizens for Multiple Use, a Lemhi County organization opposed to unnecessary wilderness in Idaho. Every time more wilderness is withdrawn from our national forests more jobs are lost in Idaho. We cannot afford to lose any more jobs in Idaho. Any state containing as much federal land as Idaho has must depend upon natural resources for part of its economic base. Some areas and communities in Idaho can depend on recreation and tourism for most of their economy. However, most of our state must depend on producing something to sell—agriculture, mining, logging, et cetera.

There are several areas proposed for wilderness and special management areas in Idaho that possibly should be reconsidered for multiple use: A. South Fork Salmon River Corridor; B. Southwest Corner, Red Mountain Wilderness area; C. The Italian Peaks.

The Idaho Forest Management Act of 1988 proposes the very most wilderness, perhaps even more than Idaho can afford.

If suitable release language for designated multiple use areas can be written into the bill, citizens for multiple use can with some reservation support the bill. If suitable release language is not secured, the bill will probably be meaningless.

Thank you for the opportunity to comment.

Senator McCLURE. Thank you very much.

Let's hear from Mr. Dallas Olson.

STATEMENT OF DALLAS OLSON, PRESIDENT, SALMON INTERMOUNTAIN, INC., SALMON, ID

Mr. OLSON. First of all I want to congratulate you and Governor Andrus on being able to get together on as much compromise as you did. I am just surprised that you came as close as you did.

Senator McClure and committee, Governor Andrus, I represent the sawmill at Salmon, Idaho, and the forest industry in Lemhi County.

The Idaho wilderness issues needs to be resolved. This controversy has been going on far too long and needs to be given new direction. We have relied too long on our court system to resolve issues and make forest management decisions that need to be made by professional personnel hired for their expertise to do this management for us.

We have since the forest planning process began developed a process by which anyone, any organization can disrupt the orderly use of our federal lands. Any whim, almost without justification, can put the entire forests on hold in implementing their forest management programs.

This situation not only makes good forest planning impossible, it impacts areas already under stress.

Congress now has the opportunity to change this and give the State of Idaho stability for future planning along with giving the forest a management direction by which each forest and each district within that forest a chance to be managed forest by forest, district by district, by professionals with expertise to do what the land needs and not management haphazardly applied.

The Idaho Wilderness Bill that Senator McClure and Governor Andrus have agreed upon addresses and solves many of the problems we have encountered in the past while trying to address the wilderness issue in Idaho.

There are a few things that need to be clarified and changed to help Idaho grow: 1. Language needs to be in the bill to stop the frivolous cases brought against managing our forests. 2. In the 10-year assessments of all of the forest should be studied again, including all wilderness areas and if changing time, needs, or circumstances warrant, be reclassified. 3. There are some areas proposed for wilderness or special management that should be reduced in size from the bill.

Again, I want to congratulate you and the governor on getting some of this language together for us and we can in great part in our area support your bill that you have come up with. I would like to see some few minor changes in it.

[The prepared statement of Mr. Olson follows:]

SALMON INTERMOUNTAIN INC.
P.O. Box 928
Salmon, ID 83467
208 756-6293

Testimony Wilderness Hearings - Idaho Falls, ID 3-10-88

Dallas Olson
President - Salmon Intermountain Inc.
A sawmill in Salmon, Idaho

Senator James McClure
Committee on Energy & Natural Resources & Industry

Panel members:

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1. Language needs to be in the bill to stop the frivelous cases brought against managing our forests.
2. In the (10) year assessments all of the forest should be studied again including all wilderness areas and if changing time, needs or circumstance warrant, be reclassified.
3. There are some areas proposed for wilderness or special management that should be reduced in size from the bill.
   a. The Payette National Forest Plan calls for 53,000 acres less than the bill and this should be reduced in the bill to match the forest plan.

   b. Special management language on the S. Fork of Salmon River Corridor needs changed so it does not stop commercial activity.
   c. The S.W. corner of the Proposed Red Mountain Wilderness Area contains substantial high value commercial timber and should be available for harvest.

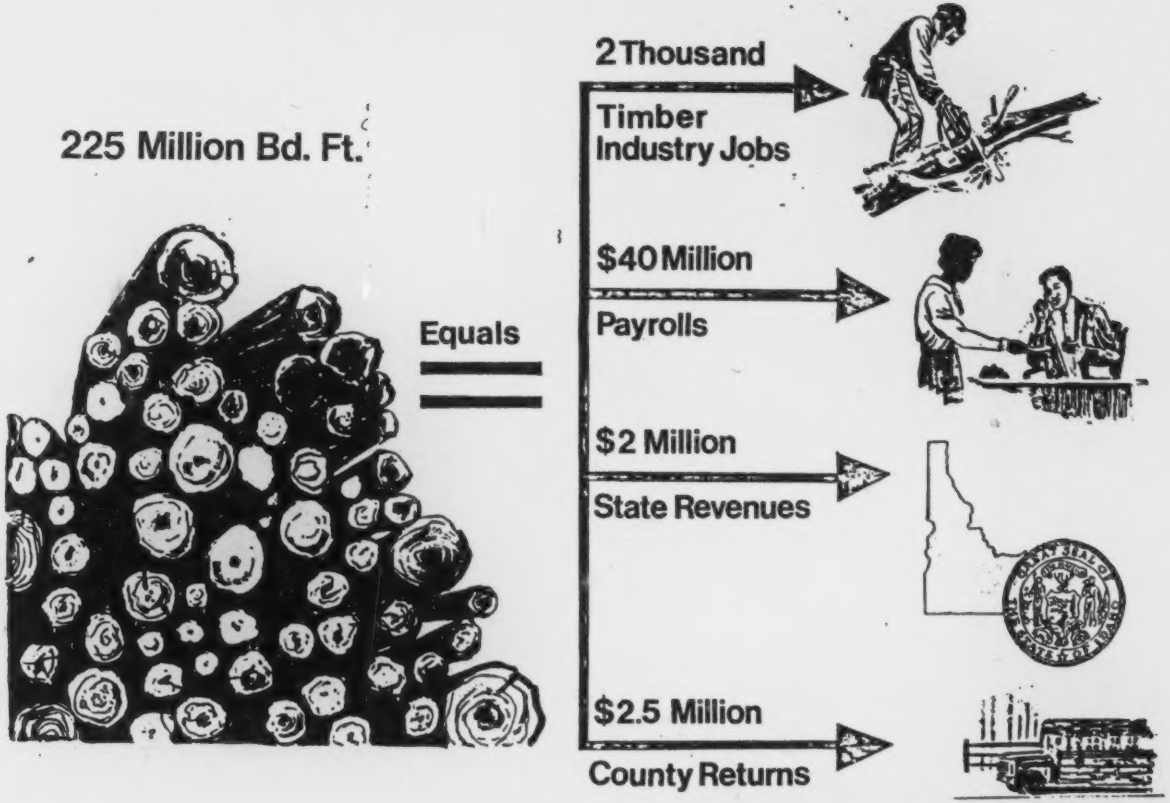
4. Sufficient language needs to be in the bill to release the multi-use areas so that the 1-5 or even 10 year forest plans can be relied upon by industry.

Again, Congress now has the opportunity to give Idaho and the whole nation a stable base in our national forests with which everyone can live.

The bill that Senator McClure and Governor Andrus have agreed to is basically a good one. It is one that we can endorse with very few changes.

Again I thank Senator McClure and the Committee for the opportunity of being able to be part of the hearing record.

Impact on the People of Idaho


225 Million Bd. Ft.
Equals
2 Thousand
Timber Industry Jobs
$40 Million
Payrolls
$2 Million
State Revenues
$2.5 Million
County Returns

Senator McCLURE. Thank you.
Ed McCallum.

STATEMENT OF ED McCALLUM, CHAMBERLAIN BASIN OUTFITTERS, SALMON, ID

Mr. McCALLUM. I would like to compliment you, Senator McClure and Governor Andrus, for presenting this compromised forest management bill. I have Chamberlain Basin Outfitters in the Frank Church River of No Return Wilderness.

As an outfitter, I am especially supportive of section 308, which delineates historically accepted outfitter uses and practices. Historically since before the turn of the century people have frequented the Idaho back country led by the outfitter with his experience, skill, knowledge of the area and equipment.

Outfitting is vitally important to small communities adjacent to Idaho's back country lands. We provide financial support to virtually every small business in the communities we operate out of. Outfitting has an economic impact allowing tourism to be the third largest industry in the State of Idaho, placing it ahead of mining and logging.

Also, section 308 acknowledges that the State of Idaho has its own Outfitters and Guides Act, enacted many years ago to provide uniform regulations statewide to govern the outfitting industry.

I feel it is very important that the Idaho Wilderness Bill state its true intent for management of the outfitting industry so as not to be left open to the broad interpretations of individual forest managers. Frank Church intended for wilderness designation to protect the outfitting industry.

I have strong reservations about certain aspects of the bill. The growing demand for undeveloped back country recreation necessitates our making stronger commitments to the long-term protection of currently roadless areas. In a few years our present wilderness areas may be overrun, as the Bob Marshall now is. By setting aside more wilderness now, we not only protect the pristine characteristics associated with wilderness, but we also protect our outfitters who provide jobs and contribute much to the economy of Idaho.

I appreciate the time to comment.

Senator McCLURE. Thank you.
Sylvia A. Ewert.

STATEMENT OF SYLVIA A. EWERT, IDAHO WILDERNESS CAMPS, SALMON, ID

Ms. EWERT. Senate Bill 2055 is the product of a positive compromise for the different groups utilizing the resources in the State of Idaho. As it is written, this bill has addressed the needs of the people using the wilderness areas and has taken into consideration the preservation of the land.

Tourism and recreation is a major economic industry in Idaho. Many smaller communities depend upon this industry for their economic survival. It is estimated that outfitter clients' gross expenditures within the State of Idaho totaled approximately $21,955,790 during the 1986–87 season. This figure does not include the expenditures of the independent tourists. In the 1986-87 season it is also estimated that 75 percent of all revenues that outfitters collected from clients remained within the Idaho economy. By protecting the rights of the different factions catering to tourists and recreationists, Senate Bill 2055 protects the existence of the smaller towns that are the essence of Idaho.

The figures related show that the outfitting industry does contribute to the economic growth of Idaho. The outfitters have been faced with an increased struggle for survival due to various regulations. Senator McClure has given the outfitters some reassurance with the specific language protecting outfitters' camps written into Senate Bill 2055. If this bill is not passed with this language included, the outfitters will be regulated and restricted out of business. It would be a shame to lose this source of income to Idaho's economy.

As an individual with an environmental conscience, I support the ecological considerations of this proposed Idaho Forest Management Act. The authors of this bill have identified the needs of the wildlife and have taken these needs into consideration.

In short, I would like to support the bill with reservations.

[The prepared statement of Ms. Ewert follows:]

Idaho Wilderness Camps

GARRY D. MERRITT
P.O. BOX 1516
SALMON, IDAHO 83467
208/756-2850
Licensed & Bonded Outfitter

March 10, 1988

Senator James McClure
482 C Street, Room 304
Idaho Falls, ID 83402

Senate bill #2055 is the product of a positive compromise for the different groups utilizing the resources in the state of Idaho. As it is written, this bill has addressed the needs of the people using the wilderness areas, and has taken into consideration the preservation of the land.

Tourism and recreation is a major economic industry in Idaho. Many smaller communities depend upon this industry for their economic survival. It is estimated that outfitter clients' gross expenditures within the state of Idaho totalled approximately $21,955,790 during the 1986-87 season.(1) This figure does not include the expenditures of the independent tourists. In the 1986-87 season, it is also estimated that the 75% of all revenues that outfitters collected form clients remained within the Idaho economy. By protecting the rights of the different factions catering to tourists and recreationists, SB 2055 protects the existence of the smaller towns that are the essence of Idaho.

The figures related show that the outfitting industry does contribute to the economic growth of Idaho. The outfitters have been faced with an increased struggle for survival due to various regulations. Senator McClure has given the outfitters some reassurrance with the specific language, protecting outfitters' camps, written into SB 2055. If this bill is not passed with this language included, the outfitters will be regulated and restricted out of business. It would be a shame to lose this source of income to Idaho's economy.

THE QUALITY OF IDAHO WITH WESTERN HOSPITALITY

Idaho Wilderness Camps

GARRY D. MERRITT
P.O. BOX 1516
SALMON, IDAHO 83467
208/756-2850
Licensed & Bonded Outfitter

As an individual with an enviromental conscience, I support the ecological considerations of this proposed Idaho Forest Management Act. The authors of this bill have identified the needs of the wildlife, and have taken these needs into consideration. It also gives the Secretary the authority to set any additional standards deemed necessary to protect the unique characteristics of the Idaho wilderness areas. Senator McClure should be commended in his recognition of the fact that these characteristics can be preserved without setting the land aside as totally untouchable. I believe that some of the proposed wilderness and special management designations should be carefully examined, to ensure that outfitters will not be crowded out. If some of these areas are designated for such uses that would make them unsuitable for hunting, increased pressure will be put upon the game and the land in other parts of the state.

In closing, I would like to support SB 2055 on the behalf of Idaho Wilderness Camps. I think more protection is needed for the various groups affected by the land designations. However, this bill is the start of a move in the right direction.

Sylvia A. Ewert
Sylvia A. Fwert
Idaho Wilderness Camps

1. Lansche, James M. "Industry Report on the 1983-84 Through 1986-87 Idaho Outfitting Seasons. JML2 Consulting. Nov. 20, 1987.

THE QUALITY OF IDAHO WITH WESTERN HOSPITALITY

Senator McClure. Thank you very much.

JoAnn Walters?

[No response.]

Senator McClure. We'll switch panels now. If the next panel could come forward. While they are taking their places, the next panel could come forward to the front row: Mr. Robert Franz, Brenda Siddoway, MaryAnn Fackrell, Norma Reese, Rod Thompson, Dave Miller, Jeff Cook, and Adena Cook.

Mr. Dennis Kennedy.

[No response.]

Senator McClure. Patricia Fitzgerald.

STATEMENT OF PATRICIA FITZGERALD, MOTEL DELUXE, SALMON, ID

Ms. Fitzgerald. I am Pat Fitzgerald from Salmon.

As a motel operator in Salmon I would like to go on record as being in favor of the bill Senator McClure and Governor Andrus have drafted.

During the months of July through November, when the river outfitters and the hunters are at the peak of their season, they not only create business on their own but because of them the salesmen that come into Salmon come in more often to supply the merchants with the goods for the tourists and outfitters to buy.

In the years from 1980 to 1987 my business has been up by 85 percent from July to November over the rest of the year.

What I really like about this bill is the clause that says that there will be no more wilderness designated in Idaho. I would like to see them strike the phrase "unless expressly authorized by Congress" so we wouldn't have to worry about it any more. There is such a thing as too much of a good thing.

Regarding the roadless areas, we can live with it, but we don't want it turned into wilderness and restrict the people from access to it. We do need to protect our national forests that we have. Too many of them are going by the way of the wilderness area. We do need to leave them open for the sportsmen and recreation people that are either handicapped or getting older that can't do the hiking that some of us young people can.

Senator McClure. Thank you.

Richard Combs.

[No response.]

Senator McClure. Bill Guth.

[No response.]

Senator McClure. Clark Collins.

[No response.]

Senator McClure. John Butterfield.

STATEMENT OF JOHN F. BUTTERFIELD, TREASURER, BLUE RIBBON COALITION, POCATELLO, ID

Mr. Butterfield. Governor, Senator, thank you for the opportunity to speak here today.

The effects of designated wilderness to the State of Idaho are disastrous in many ways. Subject in point: Wild fires. Forest fires that run through the wilderness unchecked. The so-called preservationists call them nature's way. I call it gross negligence. The destruction and displacement of all the creatures that get in the way of these fires is a tragedy. Another is the effect on the environment. The very things the preservationists cry and holler the loudest about they allow to happen with no remorse. They would rather see all of that timber burn instead of harvested and put to good use. We cannot afford to waste this precious resource. With the vegetation destroyed in the watersheds, the streams are polluted with debris and silt for miles and miles downstream, affecting fish, wildlife, and people far beyond the burned out areas. I understand that a controlled burn can be beneficial, but to let these fires run wild is criminal.

Today we are faced with another type of wild fire, another wilderness bill. And as before the displacement of yet another creature: Man. Previous wilderness bills have practically destroyed the tax base of several of our Idaho counties through lost revenues from the livestock, timber, and mining industries. While Idaho has the potential to make up some of these losses through increased tourism, even that will be denied by this Wilderness Bill. For example, the Stanley Basin-Salmon River area lost nearly two and one half months of tourist and hunter trade because of the extremely smokey conditions caused by wild fires in the designated wilderness area.

This nation of tax payers spends millions of dollars annually for personnel to manage our national forests and Bureau of Land Management lands. Designating more wilderness will not decrease this expenditure, and will only add to the burden of the already overloaded tax payer. The state and county governments will have to go to the tax payer to make up for the lost revenues derived from these public lands.

[The prepared statement of Mr. Butterfield follows:]

BLUE RIBBON COALITION INC.
"Preserving our natural resources FOR the public instead of FROM the public"
P.O. BOX 5449• POCATELLO, IDAHO 83202• (208) 237-3460 or 237-1557

S-2055

Hearing Testimony - Idaho Falls, Idaho. March 10, 1988 -
John F. Butterfield, Treasurer for Blue Ribbon Coalition.

The effects of "Designated Wilderness," to the State of Idaho are disastrous in many ways. Subject in point: Wildfires. Forest fires that run through the wilderness unchecked. The so called "Preservationists call them "Natures Way." I call it gross negligence. The destruction and displacement of all the creatures that get in the way of these fires is a tragedy. Another is the effect on the environment. The very things the preservationist cry and holler the loudest about, they allow to happen with no remorse. They would rather see all that timber burn instead of harvested and put to good use. We cannot afford to waste this precious resource! With the vegetation destroyed in the watersheds, the streams are polluted with debris and silt for miles and miles down stream, affecting fish, wildlife and people far beyond the burned out areas. You don't have to be very smart to figure out what happens when you displace thousands of critters because you have let their food and shelter burn up. Other areas become overloaded. Those creatures lucky enough to survive the fire probably won't make it through the winter anyway because they have moved into an area that is just adequate in supporting what was already there. I understand that a "Controlled Burn" can be beneficial, but to let these fires run wild is criminal!

Today we are faced with another type of "Wildfire". Another Wilderness Bill. And as before the displacement of yet another creature, Man. Previous wilderness bills have practically destroyed the tax base of several of our Idaho counties, through lost revenues from the Livestock, Timber, and Mining Industries. While Idaho has the potential to make up some of these losses through increased tourism, even that will be denied by this Wilderness Bill. For example, the Stanley Basin - Salmon River area lost nearly two and one half months of tourist and hunter trade because of the extremely smoky conditions caused by wildfire in the "Designated Wilderness" area.

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This nation of taxpayers spends millions of dollars annually for personnel to manage our National Forests and Bureau of Land Management lands. Designating more wilderness will not decrease this expenditure, and will only add to the burden of the already overloaded taxpayer. The state and county governments will have to go to the taxpayer to make up for the lost revenues derived from these public lands, adding to the existing sad economical conditions in Idaho and our neighboring states.

My recommendation to this committee, is to let these Forest Service and B.L.M. managers work with the Industries and the people of our states to properly manage these lands to the benefit of all our people instead of a "chosen few".

Thank you

Senator McClure. Thank you very much.

Mr. Ted Reed.

STATEMENT OF TED REED, IDAHO FALLS, ID

Mr. **Reed**. I am a trail bike rider. I suppose that to some people automatically puts me on the label of land rapist. I would like to try to change your mind about that just a little bit.

I grew up in the Palisades area; I was the son of a career Forest Service employee. I spend much of my time in the Palisades area hunting, fishing, backpacking with the Scouts, without the Scouts, and I think I have a good idea of what the wilderness experience is all about. And I do believe that there is a proper place for wilderness, that we do need a certain percentage of the land set aside for people to go out and use to escape for all forms of society. But we have already long since found that balance, I feel.

If you look at Forest Service data, it says that usage per area is much less in the wilderness area than it is in those areas which are managed as multiple use. There seems to be some sort of misconception that if an area is not considered wilderness, that automatically it's going to be logged off, strip mined, sold to developers, and turned into parking lots. And this certainly isn't true. These areas can be managed for multiple use and still be retained in their current condition, and that's what I would like to be able to put forth, that we can manage these areas so that many users can use them, not so that they are locked up so just a few people can use them.

Having said that, I realize that we probably are going to be stuck with some extra wilderness proposals in Idaho. The way the bill is currently written, even though I don't like any additional wilderness, I could support it with two exclusions, and that is that the Bear Creek-Fall Creek area in the Palisades Wilderness proposal should be removed. And this is not a wilderness area by any stretch of the imagination. And also we should not consider wilderness for like another fifteen years, we should concentrate on sensible conservation and not inequitable exclusion.

[The prepared statement of Mr. Reed follows:]

IDAHO WILDERNESS BILL TESTIMONY

I am a trail bike rider. I suppose that to some people this also labels me as a land rapist, with no concern for preservation of natural beauty or consideration of other peoples needs. I am sure that those of you who have already drawn these conclusions about my character will not be swayed by the few words that I am allowed here. However, it is my hope that my testimony here be heard by a few open minds. Let me first tell you that I have been involved in motorized recreation a relatively short time. I grew up in the Palisades area, the son of career Forest Service employee. A large percentage of my time was spent hiking, swimming, backpacking and hunting in national forests. My recent interest in trail bikes has not erased those memorable experiences from my mind. Nonetheless, I am opposed to further wilderness designations in Idaho. I believe that a few select areas of unique beauty should be preserved in their natural state so that those who wish to escape all forms of society may find their retreat. However, this requirement has long been met. We are now in a position where public lands are being locked up for the enjoyment of a select few. Forest Service data supports the fact that there are fewer user days per acre in wilderness areas than those managed as multiple use. I have heard the statement many times that these areas are being preserved for future generations. This implies that by using these areas we are also consuming them. There seems to be the misconception that with out the wilderness designation, these public areas will automatically be logged off, strip mined, and turned into parking lots. I can tell you from considerable inside experience this is simply not true. These lands can be managed in such a way to maximize the benefit and enjoyment of many recreational users rather than excluding those who do not measure up to an arbitrary elitist ideal. This management can be accomplished without measurable impact or damage to the lands. There will always be some conflict of users for a resource. Swimming and fishing are generally not compatible in the same area, yet no one is considering closing public lakes to swimming, just because the fishermen make a stink. The crux on the matter is simple fairness. There are many arguments forwarded against motorcyclists, none of which are backed by hard evidence. Rather, these are based on simple isolated cases in which a trail rider did thus and such. This argument can work both ways. There are also cases of illegal environmentalist vandalism against lawful activities which did not meet with their self imposed standards. In the light of documented evidence there is no reason to generally exclude motorized recreation on public land other than a certain group of people disapprove. This exclusion is then is a matter of simple greed. More and more land locked up for the personal satisfaction of a few. This is why I am against further wilderness designation. This does not mean that I oppose conservation. On the contrary, I have no desire to see the land changed from its present state. I support continued administrative control of public lands which will accommodate the desires of many users, while preserving the land for future use. Concerning the Idaho Wilderness Bill as currently written, I see this as an attempt to pacify those who scream for more and more. Nonetheless, it appears that more wilderness designations are inevitable. In light of this, the current bill may be acceptable, if and only if, two conditions are met. First, removal of the Bear Creek/Fall Creek area from the Palisades wilderness proposal. This area is not in the class of majestic high mountain wilderness. Rather, this an area of sage brush ridges with pines on the north slopes. This area is primarily used by off-road enthusiasts and grazers. In eight years of using this area extensively, I have only seen two groups of hikers. The Forest Service knew their business when this area was not recommended for wilderness designation. There are far more scenic areas within twenty miles which are used very little. Second, lets negotiate this Wilderness Bill and get it over with. Whatever the outcome, lets not have another wilderness proposal after this bill. The tactic of lets get a million or so this year and maybe a million or so next year is a ratchet, it never goes the other way. I would support no more wilderness proposals for at least 15 years. What ever the outcome lets fight the battle and put it behind us. Finally, lets deal with this matter in a fair and just manner. Let us concentrate on sensible conservation not inequitable exclusion.

Ted Reed

Ted Reed
3480 Del Rio Cr.
Idaho Falls, Idaho 83401

Senator McClure. Thank you very much.

Mr. Gerald Oliver.

[No response.]

Senator McClure. Thank you, ladies and gentlemen of this group.

If the next group will come forward, please, and if I could ask the following people to come down: Neal Russell, Carl Atamanczyk, Steve Cobbly, Chris Schneider, Ron Watters, Jackie Maughn, Donna Saltsman, and Linda Burke.

Robert Franz.

[No response.]

Senator McClure. Brenda Siddoway.

STATEMENT OF BRENDA A. SIDDOWAY, IDAHO FALLS, ID

Ms. Siddoway. Governor Andrus and Senator McClure, I would like to state my opposition to the McClure-Andrus Idaho Wilderness Proposal.

I think that our forests should be managed instead of locked up in a wilderness designation. Timber sales and other use should be managed and rotated so as not to adversely impact any one forest area or any forest user group.

But, realizing that the Governor and Senator are determined to force a wilderness bill regardless of opposition of Idaho residents, I would like to state what change would probably minimize local opposition for the bill.

In the Palisades Wilderness Proposal there is an area designated as Area 3 or Fall Creek-Bear Creek area. There is a well kept trail system in this area that has been maintained and improved by local motorcycle groups and others for many years. It is an area that is little used by hikers. Closing this area would force ORV users to the Garns Mountain area and would eliminate the prime users of this area from trails they have spent so many hours to maintain and improve.

I hope that our political representatives will understand our strong local opposition to closing this area and either eliminate it or change it to a special management area.

I believe that the current wilderness total acreage of 1.5 million is an acceptable compromise but certain changes of small acreages would give all forest users a chance to improve the bill for all.

I attended the Idaho Conservation League meeting two weeks ago to try to understand their feelings on this Wilderness Bill.

They are not willing to compromise or consider other forest user groups. Their objective is only to kill this bill. One of their strategies is to bus people from out of this area to these meetings to unfairly bias the tone of these hearings. It is not fair that any individual be allowed to speak at more than one hearing.

For Idaho's sake I hope they did not stack the panels this morning as they were planning to do.

I also believe that this should be the final bill on wilderness and that the remainder of our forests be managed and not locked up for a special few.

Thank you.

Senator McClure. Thank you.

Mary Ann Fackrell.

[No response.]

Senator McCLURE. Norma Reese.

[No response.]

Senator McCLURE. Rod Thompson.

STATEMENT OF ROD THOMPSON, IDAHO FALLS, ID

Mr. THOMPSON. Senator McClure and Governor Andrus, I appreciate being allowed the opportunity to publicly voice my opinion on the Idaho wilderness issue. I hope that what I have to say here today is thought about and acted upon.

I am opposed to the Andrus-McClure proposal as written. However, if the proposal contained hard release language and excluded the Fall Creek-Bear Creek Area 3, I would accept the proposal.

It's obvious to me that we need hard release language so we can put the wilderness issue in Idaho to rest for years to come. I still find it hard to believe that the Fall Creek-Bear Creek Area 3 is even being considered as wilderness. It's my opinion this area contains no pristine qualities. The area, however, does contain miles of barbed wire fence, man made watering troughs, a radio tower on Red Mountain, a cabin at the fork of Current Creek and Bear Creek, not to mention the fact that the Bear Creek trail had ORV funding. These are not things that I personally would find would enhance my own wilderness experience.

My family, friends, and I have spent hundreds of hours in the past years camping, fishing, trail bike riding, snowmobiling and hunting in the Fall Creek-Bear Creek area. We have also spent countless hours maintaining the trails for all users.

The Fall Creek area is especially good for family use because it contains trails that are easy for women and children, and yet the area has a trail system of loops for the advanced and expert trail rider.

In the event the Fall Creek-Bear Creek Area 3 is included in the wilderness in conjunction with the Italian Peaks area being included in the proposal and the west slopes of the Tetons already closed to the ORV users, we will be left with only one area to ride our trail bikes, and that is the Garns Mountain area.

And I want to impress upon everyone here that if that happens, the adverse things that are going to happen to the Garns Mountain area, we are going to affect the environment there.

[The prepared statement of Mr. Thompson follows:]

Rod Thompson
3605 Cobblestone Lane
Idaho Falls, ID. 83404

Dear Senator McClure:

I appreciate being allowed the opportunity to publicly voice my opinion on the Idaho Wilderness Issue.

I am opposed to the Andrus/McClure proposal as written. however if the proposal contained hard release language and excluded the Fall Creek/Bear Creek Area 3, I would accept the proposal.

It's obvious to me that we need hard release language so we can put the Wilderness Issue in Idaho to rest for years to come. I still find it hard to believe that the Fall Creek/Bear Creek Area 3 is even being considered as wilderness. The area contains no pristine quality's such as rocky jagged cliffs, or high mountain lakes. The area however, does contain miles of barbed wire fence, man made watering troughs, a radio tower on Red Mountain, a cabin at the fork of Current Creek and Bear Creek, not to mention the fact that the Bear Creek trail had O.R.V. funding.

My family, friends and I have spent hundreds of hours in the past years camping, fishing, trail bike riding, snowmobiling and hunting in the Fall Creek/Bear Creek area. We have also spent countless hours maintaining trails for all users.

The Fall Creek area is especially good for family use because it has many trails that are easy for women and children yet the area has a trail system of loops for the advanced and expert trail rider.

BEST AVAILABLE COPY

In the event the Fall Creek Bear Creek Area 3 is included in the wilderness, in conjunction with the Italian Peaks Area being included in the Andrus/McClure proposal and the West Slopes of the Tetons already wilderness, O.R. V. users will be left with only one riding area within reasonable distance from Idaho Falls. That area is the Garns Mountain area. We as O.R.V. users will be left with no alternative but to ride the Garns Mountain area more than we already do. This turns my concerns to amount of impact we will have on the environment in the Garns Mountain area.

In closing, I would like to say I am concerned about Idaho's environment, that's why I encourage our legislators to look at the Fall Creek/Bear Creek area from the ground as opposed to just flying over the area. I really believe that if this is done you will remove the Fall Creek/Bear Creek Area 3 from the Andrus/McClure Proposal.

Senator McClure. Thank you very much.

Dave Miller.

[No response.]

Senator McClure. Jeff Cook.

STATEMENT OF JEFFREY F. COOK, IDAHO FALLS, ID

Mr. Cook. I appreciate the careful considerations of you and the Governor in developing the Forest Management Act as a reasonable compromise for settling the wilderness issue in Idaho. And I want to direct this at others here. I think it's a mistake to completely try and kill this bill, because it is becoming more evident as time goes on that the Wilderness Act of 1964 does not address the land management problems of today. More of the public, through involvement with expanding organizations like the Blue Ribbon Coalition, is advocating less wilderness. Therefore, if this act fails, it is very likely that any future act would result in considerably less national forest wilderness for Idaho.

I personally feel that the best benefit would be to create zero more wilderness. Both the resource industries and the recreating public are better served by multiple use management. I am an avid back country skier, an activity appropriate for wilderness. However, I like to have a road to get me to the high mountains, and some of the best slopes to ski on are north facing open slopes that have been harvested of timber.

I am willing to support the act provided a minor change is made in the proposed Palisades Wilderness area, again just to remove the Bear Creek-Fall Creek area and put this as a special management area. I have listed four reasons in my written statement why it is not appropriate as a wilderness area.

In summary, I appreciate the opportunity to talk here and hope you will consider eliminating the Bear Creek area.

[The prepared statement of Mr. Cook follows:]

IDAHO FOREST MANAGMENT ACT OF 1988 S-2055

HEARING TESTIMONY, IDAHO FALLS, IDAHO

MARCH 10, 1988

BY JEFFREY F. COOK

The careful considerations and deliberations between Senator McClure and Governor Andrus are appreciated.Their development of the 1988 Idaho Forest Management Act as a reasonable compromise for settling the Idaho national forest Wilderness issue should be supported. Those that wish to kill this effort and start over are sadly mistaken if they think this delay will result in more Wilderness. It is becoming more evident as time goes on that the Wilderness Act of 1964 does not address the land management problems of today. More of the public, through involvement with expanding organizations like the Blue Ribbon Coalition, is advocating less Wilderness. Therefore, if this act fails, it is likely that any future act will result in considerably less National Forest Wilderness for Idaho.

I personally feel that the best benefit would be to create zero more Wilderness areas. Both the resource industries and the recreating public are better served by multiple use management. I am an avid backcountry skiier, an activity appropriate in Wilderness. However, I appreciate a road to get me close to the high open slopes. Some of the best slopes to ski are the north facing open slopes which have been cleared by timber harvesting.

I am willing to support the Act provided a minor change is made in the proposed Palisades Wilderness area. The proposed Palisades Wilderness Area portion containing Bear Creek would be better served if it were designated a special management area. The special management provisions should prevent new roads into the roadless area and continue the present management practices. The special management is more appropriate than Wilderness for the following reasons:

1. Game habitat has not been degraded over a long history (10 years) of multiple use on the trails in the area. In fact, A. L. Ward and J. J. Cupal in 1979, R. D. Schultz and J. A. Bailey in 1975 and several wildlife behavior studies clearly indicate that a person on foot is more disturbing to wildlife than a person on a motorized vehicle. On numerous occassions I have verified this fact, particulary with deer who will just watch as I ride by, but if I am on foot they will run away. Certain game wintering areas are now closed to snowmobiles and in some areas are also closed to cross-country skiers. Wilderness would not provide this degree of regulation. Also, the snow melt season in this area usually prevents access by trail into calving areas until after the calving season.

2. The area includes man-made structures, e.g. a forest service cabin, metal fences, bulldozed terraces on Elk Mountain. Also Idaho State Off-Road Vehicle (ORV) funds have been used to improve the area. One of the first state ORV funded projects rerouted the Bear Creek Trail to eliminate numerous dangerous creek crossings. Also funding was approved by the Idaho State Board of Parks and Recreation to improve an existing trail with the ORV funds. Equipment has been purchased to perform this work and some work has been started. It is not fair for the using public that contributed to this fund to have the results of work peformed with this fund declared to be off limits

for their form of use.

3. This area has been extensively used by trail motorcyclists who have spent many hours clearing trails to benefit all users, as shown by the attached records.

4. Because of numerous access points into the area, enforcement of Wilderness regulations would be difficult. Also, this area and the Garns Mt. area are the only National Forest areas close to Idaho Falls that permit multiple use. Wilderness for the Bear Creek area would increase pressures on the Garns Mt. area that could result in safety and environmental concerns. Dispersed use is much more desirable for reducing impacts.

Jeffrey F. Cook
891 Safstrom Dr.
Idaho Falls, ID 82401

RECORD OF VOLUNTEER MAINTENANCE

TARGHEE NATIONAL FOREST

RANGER DISTRICT	DATE	TRAIL MAINTAINED	TRAIL MILES	MAN-HOURS	LIST OF PARTICIPATING VOLUNTEERS
Palisades	7/4/78	S. Fk. Snake R., Hawley Gulch Dry Canyon	10	16	Jeff Cook Family
Palisades	7/26/78	S. Fk. Snake R.	5	10	Galen Sutphin Fam.
Palisades	7/29-30/78	S. Fk. Snake R., Hawley Gulch	7	40	Terry Brower
1978 Totals			22	66	
Dubois	4/28/79	Pass Cr.	3	6	
Palisades	5/12/79	Dry Canyon	3	8	
Dubois	5/26-28/79	Pass Cr.	10	16	
Palisades	6/2-3/79	Fall Cr. ✓	16	16	
Palisades	6/9-10	Fourth of July Ridge ✓	25	24	
DUBOIS	6/23-24	Weber Cr.	60	20	
Palisades	6/30-7/1	Rainey Cr.-Hunt's Corral	25	16	
Palisades	7/4	Fleming Canyon	8	5	
Palisades	7/15	W. Pine Cr.	43	16	
Driggs	8/12	Hilton Cr.-Garn's Mt.	25	24	
Palisades	9/1-3	Indian Cr.	10	16	
Palisades	9/22	Dog Cr.			
1979 Totals			228	167	
Palisades	5/4/80	S. Fork Snake R.	6	12	
Palisades	5/17-18/80	Bear Cr.-Red Ridge ✓	5	36	
Palisades	6/22/80	S. Fk. Fall Cr.	6	20	
Palisades	6/29/80	Red Ridge ✓	4	15	
Palisades	7/12-13/80	Poker Peak-Landslide Cr. ✓	5	15	
Palisades	8/30-31	Muddy Cr.-Deadman Cr. ✓	12	21	
Palisades	11/8-9	Burns, Jensen-Hell Hole	10	30	
1980 Totals			48	149	
Palisades	4/5/81	Wolverine Cr	3	9	Jeff & Adena Cook
Palisades	4/12/81	S. Fk. Snake R.	10	24	Jeff Cook, Jr.
Palisades	4/26/81	Dry Canyon	4	21	Jim Cook, Ted Reed
Palisades	5/3/81	Hawley G.-Wolv. Cr.	5	18	Phil West, Burt Kasson
Dubois	6/20/81	Eight Mile Canyon	0	55	Lee & Shirley Morrow
Palisades	7/11/81	Hilton Cr-Burns Cr	40	16	Mike Morrow, Scott Anderson
Palisades	7/12	Black Can-Blacktail Pass	15	40	Ron & Ardith Hoodenpyle
Palisades	7/31	Upper Burns Cr.	20	36	Carl & Irene Atamanczyk
Palisades	8/1	Bear Cr., Box Canyon ✓	13	42	
Palisades	8/2	S.Fk. Indian Cr.	8	24	
Driggs	8/13-14	Mosquito Cr-Black Can, Cabin Cr-Mike Harris, Moose Cr. Coal Cr.	33	54	
Driggs	10/10-11	Carlton Cut-Off	9	64	
Driggs	10/25-25	N.Fk.Canyon Cr-Calamity Cr.	11	28	
Palisades	10/31	Moody Meadows-Hilton Cr.	4	33	
1981 Totals			175	464	

Palisades5/2/82	S.Fk. Snake R.-Dry Canyon	12	20Scott Anderson,Marty Lathe
Palisades5/16/82	Wolverine Cr.	6	8Carl Atamanczyk, Jeff Cook
Palisades5/22/82	Hawley Gulch,S.Fk. Snake R.	4	16Lee Morrow, Jeff Cook, Jr.
Dubois 5.29/82	Pass Cr.-8 Mile Cr.	16	30Mike Morrow, Jim Cook
Palisades6/12/82	Pine Cr.	6	8Ron Hoodenpyle, Ted Reed
Palisades6/13/82	Bear Cr.-N. Fk. Bear Cr.	1 ✓	6Tony Rushin, Phil West
Palisades6/19/86	Echo Canyon, Dead Horse Ridge	9 ✓	16
Palisades	Lightning Ridge		
Driggs 6/20	Indian Cr.-Squaw Cr.	2	4
Dubois 7/3-4	Weber Cr.- Fritz Cr.	70	34
Driggs 8/7	Carlton Cutoff	10	18
Palisades8/22	N. Pine Cr.	8	12
Palisades9/2	S. Fk. Canyon Cr.	8	12
Palisades9/18	Russell Cr.	6	18
Driggs 9/26	Coal Mine Canyon	7	10
Driggs 10/10	Black Canyon	2	6
Palisades10/16-17	Calamity -Canyon Cr.	11	30
1982 Totals		124	144

Palisades5/19/83	S. Fork Snake R.	5	8Jeff Cook & Sons
Palisades5/22/83	Dry Canyon	3	3Scott Anderson & Sons
Dubois 5/28-29/83	N.&S. Fork Pass Cr	12	30Carl Atamanczyk, Ted Reed
Palisades6/15	Hawley Gulch,Wolverine Can.	4	4Fred Kovach,Jim Haggerty
Palisades6/18	Carlton Cut-Off, Hawley Gulch	4	17Rod Thompson, Ron Wilson
Palisades7/9	Commissary Ridge-Red Ridge Area	32 ✓	32Tony Rushin,Dave Salveson
Palisades7/16	Burns Cr-1000 Spr. Wolverine Can.	20	16Phil West, Bryon Davenport
Driggs 7/16	Garns Mt. Area	31	48Lane Hunter, Rick Foster
Dubois 7/17	Weber Cr.	7	5Gary & Steve Frost
Dubois 8/13	Eight Mi. Canyon	1	4
Ashton 8/20	Bitch Cr. Trail	8	6
Ashton 9/3-4	Hidden Lake, Teton Crest,Bitch Cr.	14	27
Palisades9/20	N. Fk. Pine Cr.	7	48
Palisades10/15	Black Canyon	4	20
Palisades10/22	Fall Cr.-Yeaman Cr.	16 ✓	16
		168	284

RANGER DISTRICT	DATE	TRAILS MAINTAINED	TRAIL MILES	MAN-HOURS
Palisades	5/13/84	S. Fork Snake R.; Dry Canyon	15	16
Palisades	5/26-28/84	N.&S. Fk. Pass Cr	36	24
Palisades	6/2/84	N. Fk Bear Cr., S. Fk Fall ✓ Cr. to Rash Canyon	16	8
Palisades	6/16/84	Horse Ridge Trail ✓	16	8
Palisades	7/1/84	N. Pine Cr.-Drake Cr. Trail	22	12
Palisades	7/19/84	Red Ridge Trail ✓	8	4
Driggs	7/26/84	Pole Cr., Mike Harris, Mosquito Cr.	42	24
Palisades	7/28/84	Dog Cr.		
Dubois	8/4-5/84	Nicholia Cr., Weber Cr.	24	16
Palisades	9/7/84	Upper Bear Trap Can.- Moody Summit	2	4
Palisades	9/27/84	N. & S. Fk. Rainey Cr.	12	6
Palisades	9/29-30/84	S. Fk. Canyon, Carlton Cutoff, Blacktail Cr., Red Cr., Calamity Cr.	40	24
		1984 TOTALS	233	146
Palisades	4/28/85	Wolverine Cr.	3	4
Palisades	5/18/85	Wolverine Cr.	2	3
Dubois	5/25/85	Upper Pass Cr.	6	8
Dubois	5-26-85	Lower Pass Cr. Trail	6	10
Dubois	5/26/85	Rocky Canyon	4	8
Palisades	6/15/85	S. Fk. Canyon Cr.,	8	12
Palisades		Little Burns Canyon	14	15
Palisades	7/4/85	Fritz Cr.	8	12
Palisades	6/29/86	Corral Cr., Horseshoe Cr.	12	16
Palisades	6/30/85	N.Pine Cr. Ridge,		
Palisades		Sheep Driveway-Hilton Cr.,	16	12
Palisades	7/13/85	S. Fk. Fall Cr. ✓		
Palisades		N. Fk. Bear Cr. ✓	14	16
Palisades	7/14/85	Big Hole Crest, E. End	4	8
Palisades	7/24/85	Red Cr. Trail	10	8
Palisades	7/25/85	Black Canyon, Sheep Driveway		
Palisades		E.from Hilton Cr.	6	8
Palisades	8/3/85	N.Pine Cr. Ridge	8	12
Palisades	8/4/85	N.Pine Cr. Ridge(lower)	8	8
Palisades	9/7/85	S.Fk. Rainey Cr	6	8
Palisades	9/21/85	Muddy Cr.(Bear Cr. Area) ✓	6	16
Palisades	9/28/85	Red Spring Cr. ✓	8	16
Palisades	9/29/85	Warm Spr. Cr.(Bear Cr.Area) ✓	4	16
Driggs	10/5/85	Carlton Cutoff-Big Hole Cres	22	16
Palisades	10/6/85	Burns Cr.	12	16
		1985 TOTALS	187	248

1986 Volunteer Trail Maintenance Report
From: Jeff Cook
To: Idaho Falls Trail Machine Association

FOREST	DATE	TRAILS MAINTAINED	TRAIL MILES	MAN-HOURS	
Targhee					
Palisades	4/2/86	Porcupine Cr. off Fall Cr.	4	6	
Palisades	5/18/86	Pritchard Cr to Garden Cr.	3	12	Marty Lathe
Dubois	5/24/86	Lower Pass Cr.	7	8	Club Ride
Dubois	5/25/86	Upper Pass Cr.	5	8	Club Ride
Palisades	5/31/86	Horse Ridge,N.Fk.Bear Cr.	12 ✓	8	
Palisades	6/1/86	Pritchard-Porcupine Cr.	8	6	
Palisades	6/14/86	Hawley Gulch	2	1	
Palisades	6/15/86	Wolverine Cr-Limekiln	4	6	Trimmed brush
Palisades	6/21/86	Prichard Cr. to Garden Cr.	3	5	Trimmed brush
Dubois	7/5/86	Scott Can.,Crooked Cr., Nicholia Cr.	32	18	Club Ride
Dubois	7/6/86	Grouse Cr	3	4	
Dubois	7/4/86	Crooked Cr.	5	8	
Palisades	7/26/86	Rocky Canyon	4	12	Marty Lathe
Palisades	7/27/86	Squirrel Cr.	5	12	Marty Lathe
Palisades	10/25/86	Muddy Cr. off Bear Cr.	3 ✓	4	
Palisadms	11/1/86	Pritchard Cr.-Garden Cr.	2	4	Brush&Logs
Palisades	11/2/86	Carlton Cut-Off	6	3	Phil West
TARGHEE	**TOTAL**		108	125	
SAWTOOTH					
Fairfield	6/28/86	Kelly Cr.	5	4	Logs removed
Fairfield	6/28/86	Kelly Cr.	4	4	Brush trimmed
Fairfield	8/30/86	Bremmer Cr.	2	2	Participated in Boise Club work
SAWTOOTH	**TOTAL**		11	10	
CARIBOU					
Montpelier	7/8/86	N.Wilson Cr.	12	16	State Ride-Jeff Jr. Troy Mitchell, Jeff
Montpelier	7/9/86	Hell's Kitchen,Emigration Cn South Trail	15	24	Jr. Boise Club
Montpelier	7/14/86	Clear Cr.,Beaver Dam Cr., Snowdrift Trail	18	18	Trout Family
Montpelier	7/15/86	Clear Cr. Avalanche	3	35	Chuck,Joe,Marty,
Montpelier	8/2/86	E.Side Oxford Pk.Avalanche	2	18	Clark&Jack Collins
CARIBOU	**TOTAL**		50	111	
CHALLIS					
Mackay	7/17/86	Fall Cr.	5	6	
Mackay	7/18/86	Bear Cr.	6	6	
Mackay	8/20/86	Dry Cr.-Swagger Lk.	4	4	
CHALLIS	**TOTAL**		15	16	
BEAVERHEAD	8/17/86	Myers Cr. Trail	4	8	Jeff Jr.
CLEARWATER	8/23/86	Dworshak Resv.Trail	3	4	Jeff Jr.
GRAND TOTAL 1986			191	274	

987 Volunteer Trail Maintenance Report
rom: Jeff Cook
o: Idaho Falls Trail Machine Association

REST	DATE	TRAILS MAINTAINED	TRAIL MILES	MAN-HOURS	COMMENTS
arghee					
lisades	4/5/87	South Fork Trail	1	2	Fixed Waterbar
bois	5/23/87	Pass Cr. Trails	15	8	Club Ride
bois	5/24/87	Upper Pass Cr.	5	4	Club Ride,removed rock
bois	5/30/87	Middle Fk. 8-mile Cr.	3	2	Removed brush, Adena
lisades	5/31/87	Garden Cr. ✓	8	12	Jeff, Jr. logs
lisades	6/13/87	S.Fk. Fall Cr.-Rush Canyon ✓	4	4	Removed rocks
lisades	6/14/87	W.Pine Cr. ridge trail	5	15	Lee & Shirley Morrow
lisades	6/20/87	W.Pine Cr. trail	5	5	Removed rock, trail signed
lisades	7/12/87	Red Ridge Tr. to Bear Cr. ✓	12	12	Jeff, Jr.
lisades	7/18/87	Echo Canyon-Spring Cr. ✓	10	8	brush,logs,poker ride
lisades	7/19/87	Horse Ridge Tr. ✓	3	5	Adena removed brush
lisades	7/25/87	Garden Cr. ✓	5	8	Jeff, Jr.
lisades	7/26/87	Carlton Cut-off, Wolverine	7	5	
bois	8/3/87	Myers Cr.	5	4	
lisades	8/15/87	Blowout Canyon	2	2	
hton	8/22/87	Conant Basin, Bitch Cr.	4	3	Brush&Logs
lisades	8/23/87	Muddy Cr.-Elk Mt ✓	8	18	With Earl Reseigh & Pat Cawle
lisades	10/3/87	Prichard Cr.-Garden Cr. ✓	4	8	Logs, 2 tanks chain saw fuel
iggs	10/24/87	Mail Cabin Cr.	4	3	
iggs	10/31/87	Cabin Cr.-Mosquito Pass	6	9	with Earl and Carl A.
RGHEE	TOTAL		116	137	
WTOOTH					
irfield	8/8/87	W. Fk Big Smoky Cr.	8	24	Many logs removed
WTOOTH	TOTAL		8	24	
RIBOU					
catello	6/6/87	Boundary Tr., Robber's Roost	6	12	Club Ride
catello	6/7/87	Inman Cr.	1	2	Fixed ditch
RIBOU	TOTAL		7	14	
ALLIS					
ckay	6/27/87	Smithie Cr. trail	6	4	Rock, logs
ckay	6/28/87	Snowbank, Slide Cr., Iron Cr	20	8	Removed logs
ckay	8/8/87	Leatherman Pass	4	2	Removed logs
ckay	9/5/87	Iron Cr.,Red Rock, Smithie Timber Cr. trails	20	6	with Rocky Barker
ckay	9/6/87	Snowbank-Bear Canyon-Camp Cr Slide Cr.	20	6	Club ride
ckay	9/19/87	W. Fk. Big Cr.	4	4	removed rock
ckay	9/20/87	8 mile Cr.	4	6	removed rock
ckay	9/26/87	Fall Cr.	8	8	with Carl Lundholm
ALLIS	TOTAL		86	44	
AND TOTAL 1987			219	256	

Senator McClure. Thank you.
Adena Cook.

STATEMENT OF ADENA COOK, BLUE RIBBON COALITION, IDAHO FALLS, ID

Ms. Cook. Thank you. I am glad to be here. It seems like four of us came together with some of the same ideas, that is, addressing the Fall Creek-Bear Creek inclusion in the wilderness proposal, so I'll skip over some of the things that I have written and go on to others.

I think that you have done a good job in putting the bill together by addressing all of the issues instead of wilderness alone, by including special management provisions not usually found in bills, to protect environment while providing a more complete spectrum of recreation and management opportunities, and I can support the bill with a few reservations, including that the Fall Creek-Bear Creek area be excluded and given special management status. Rod Thompson discussed the reasons why it's lacking in wilderness characteristics, and in investigating the question we wanted to know why was it included. The area is important to ORV recreation. It has 77 miles of trail in 60,000 acres, and since 1979 the Idaho Falls Trail Machine Association has reported to the Forest Service 31 miles of trail maintained every year in these 77 miles and 44 man-hours.

The ORV project in this area has also been mentioned previously. So why was it included? We discussed this question with the Fish and Game office here in Idaho Falls. Apparently there was concern about a portion of the Tex Creek elk herd that summers in this area. The Fish and Game would prefer to see it declared wilderness because it makes it easier to manage this area during hunting season and limit the take of elks, since a lot of people are using ORV's to hunt elk. We would hope that the area could be closed for a few months rather than the whole year for wilderness.

Thank you very much.

[The prepared statement of Ms. Cook follows:]

Idaho Forest Management Act of 1988 S-2055

Hearing Testimony, Idaho Falls, Idaho

March 10, 1988

by Adena Cook, Secretary

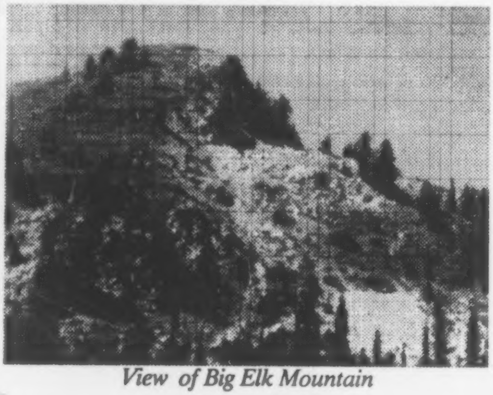
Blue Ribbon Coalition

I appreciate the thought and care that Governor Andrus and Senator McClure have given in the preparation of the Idaho Forest Management Act. They have included special management provisions not usually found in Wilderness bills in order to protect the environment while providing a more complete spectrum of recreation and management opportunity for those areas.

I would propose that the Bear Cr.-Fall Cr. portion of the proposed Palisades Wilderness area be given special management status for the following reasons:

The Bear Cr. -Fall Cr. Area is Lacking in Wilderness Characteristics

The Fall Cr.-Bear Cr. area is characterized by open and lightly forested ridges and small streams. The top of the highest peak, Big Elk Mt. at 9476 ft., can be reached by a jeep road. The area contains many jeep roads, fences, a forest service maintenance cabin, and livestock watering structures. The major creek in the area is Bear Creek. It is a wonderful trout fishing stream, however all the fishing is within four miles of the Bear Cr. Campground. All other streams within the designated area are too small to support fish. The area contains no outstanding scenic features such as rugged peaks, lakes, alpine environments, or canyons.

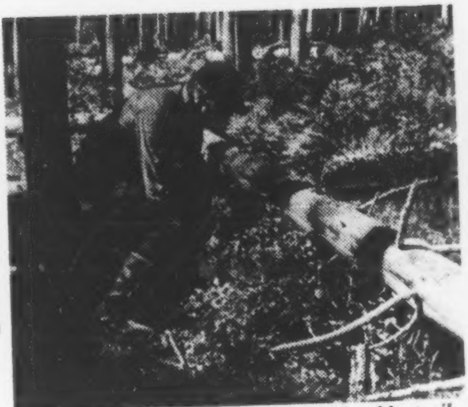


View of Big Elk Mountain

The Area Is Important to ORV Recreation

The 60,000 acres of the Fall Cr.-Bear Cr. area contain about 77 miles of trail that travel up drainages and across ridges with many intersections and access points, providing many opportunities for loop rides. A rider of intermediate ability has endless route possibilities and can ride loops of a few to many miles.

For this reason, the area has been the site of many organized trail motorcycling events, chiefly by the Idaho Falls Trail Machine Ass'n. (IFTMA). Since 1979, this group has every

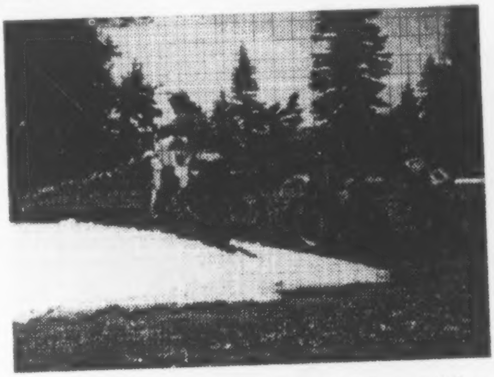


40% of the area trails are maintained by trail motorcyclists.

year maintained trails in the area, averaging 31 miles of trail and 44 man-hours each year. The trails in the area have greatly benefited from this volunteer labor. In 1982, under the sponsorship of the IFTMA, Idaho Dept. of Parks and Rec. ORV funds were used to re-locate a three mile portion of the Bear Cr. trail beginning near the Bear Cr. Campground and proceeding upstream. Previously, the trail crossed the creek about 6 times in the three miles with dangerous crossings during most of the season. Deep groves had been worn in the meadows. The trail was moved to the sidehill above the creek, making travel safer for all users, allowing the meadows to recover, and improving fish habitat. There have been no instances of resource damage in the area due to trail motorcycle use. The area has greatly benefited due to the voluntary trail maintenance activity. If this area were declared Wilderness, an important recreation resource would be lost, and trails would deteriorate.

Why Was This Area Included in the Proposed Palisades Wilderness Acreage?

Together with members of IFTMA, I investigated this question. The area was not a part of the Forest Services's recommendation for Wilderness designation. By mandate, the Forest Service is required to recommend for Wilderness all areas that meet the Wilderness criteria. The Fall Cr.-Bear Cr. area did not meet this criteria. It was not "high on the list" of areas recommended by groups such as the Idaho Conservation League.



Snow covers the higher trails until July, providing natural protection for elk calving.

The only group that possibly advocated Wilderness designation for the area was the Idaho Department of Fish and Game. This recommendation, if indeed it was made, did not come from the Idaho Falls office. However, spokesmen from this office did say that the agency advocated Wilderness designation for all areas that contain big game habitat as a convenient means of limiting hunter access during hunting season.

A portion of the Tex Creek elk herd (so named for their wintering area) summer in the Fall Cr.-Bear Cr area. The herd numbers approximately 1500 elk, and Fish and Game estimates that about 400 summer in the area, the rest summer in areas outside and adjacent to Fall Cr.-Bear Cr. Fish and Game spokesmen have stated that the herd is presently growing and healthy. Trail motorcycle activity in the past 10 years has not had a negative impact on the animals, and numerous scientific studies state that motorized activity disturbs elk less than a man on foot. However, more and more hunters are using ORV's to hunt. All agree it is a more efficient way to cover the country than on foot, and much less expensive than on horseback. Fish and Game spokesmen estimate that the hunters using ORV's outnumber the ones on horseback by 10 to 1. There is concern that there may in the future be more elk taken than is healthy for the population.

A Wilderness designation would make Fish & Game's job of elk herd management easier, but just for the portion that summers in the Fall Cr.-Bear Cr. area. So would a road and trail closure for a period prior to and during hunting season. There is no reason why and important recreation area for ORV's should be closed all year when a short seasonal closure would achieve the same end. The trail motorcycling community is pledged to work with Fish and Game to insure the health of the elk herd while retaining access to the trails.

The Idaho Forest Management Act Gives All Idahoans An Opportunity to Work Together to Resolve the Wilderness Question

I appreciate that Senator McClure and Gov. Andrus have seen the Forest Management question as an issue that is much wider than merely identifying and proposing areas for Wilderness designation. I feel that we in Idaho must attempt compromises and be willing to work toward solving the question once and for all. Toward this end, I support "hard release" so that once the bill is passed we can move on to other things, like funding for trails, for game habitat improvement, for outdoor recreation facilities.

Wilderness is not an environmental issue, it is an ideological issue. Resource management by professionals is replaced by resource management by natural catastrophe. Funding is not adequate to manage the present Wilderness areas as mandated by law. As a result, the environment so prized in popular scenic Wilderness areas has been degraded. No study has ever been made to show the environmental or economic effects of Wilderness designation. Is it beneficial? Is it not? No one really knows.

I appreciate the opportunity to participate in these hearings. I appreciate that every member of the Senate committee will receive a copy of my comments, and that every person in Idaho also has that opportunity. This bill recognizes existing uses, and with slight modifications such as special management for the Fall Cr.-Bear Cr. area, will work.

Adena Cook

891 Safstrom Dr.

Idaho Falls, ID 83401

Acknowlegement

Idaho Dept. of Fish and Game, Idaho Falls Office

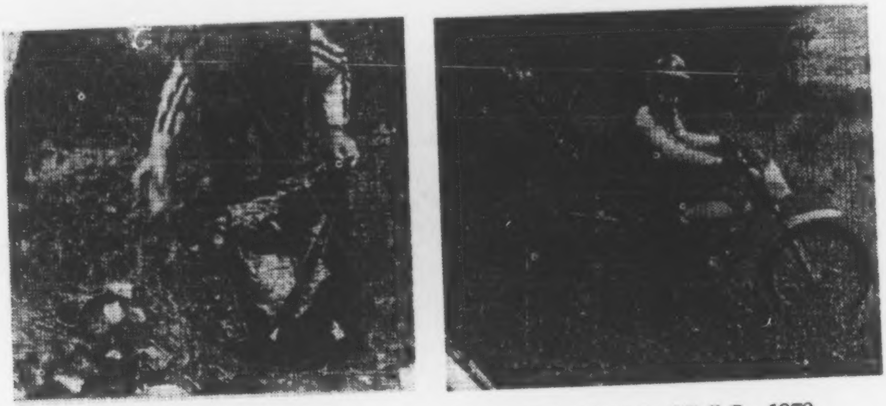
Provided information on Tex Cr. elk herd.

A. Loren Ward and Jerry J. Cupal, "Telemetered Heart Rate of Three Elk as Affected by Activity and Human Disturbance", Rocky Mountain Forest and Range Experiment Station.

Provided information on the effect of motorized activity on elk.

Software Galeria, 1850 E. 17th St., Idaho Falls, Idaho

Provided computer hardware and software to produce testimony.



Picking up trash at a back country campsite on the South Fork of Fall Cr., 1979.

Senator McClure. Thank you very much, and thank you, ladies and gentlemen.

If the following people could come forward, please: Neal Russell, Carl Atamanczyk, Allen Getty, Steve Cobbly, Chris Schneider, Ron Watters, Jackie Maughn, Donna Saltsman, Linda Burke.

Neal Russell.

[No response.]

Senator McClure. Carl Atamanczyk.

STATEMENT OF CARL ATAMANCZYK, VICE PRESIDENT, IDAHO TRAIL MACHINE ASSOCIATION, INC., IDAHO FALLS, ID

Mr. Atamanczyk. My name is Carl Atamanczyk. I am vice president of the Idaho Trail Machine Association, a statewide organization consisting of over 700 members, mostly family members, they include the women, children, very young children, some are old people, but like to ride trail bikes for recreation in Idaho. And many of the same reasons we use to ride trail bike I am sure concur with many of the reasons why people like to horseback ride or hike. I do appreciate being here, and I realize that you, Governor, and you, Senator, are putting an awful lot into this, and I appreciate that.

I would like to specifically mention the Bear Creek area. Some of the things that I had in my testimony has already been mentioned, so I will make this brief. This area does support abundant wildlife populations, and according to my ten years of experience riding this area have increased simultaneously while trail bike recreation has also increased. Since the passage of the 1984 Wyoming Wilderness Act the Bear Creek area now receives more ORV use, and so does Garns Mountain and also the Italian Peaks. We are very concerned about the Idaho State ORV funds and volunteer maintenance that we have put into that area for the past ten or eleven years to preserve that trail system for multiple use. If this funding is lost by wilderness designation, I wonder if there is any way to compensate for it. And I also wonder what the legal ramifications would be on a federal scale should that happen.

I would also like to emphasize that ORV recreation is a 116 million dollar a year business in the State of Idaho annually, and not only does this benefit the people who seek the motorized recreation experience, but I believe it benefits everybody who uses the back country.

I would like to recommend the Bear Creek area on behalf of the Idaho Trail Machine Association for special management designation to ensure ORV recreation can continue in that area, and I believe if we have to work it around some periods of high stress on elk habitat at certain times of the year, we are more than willing to work on that and have certain times that it can be restricted or closed, if that can be justified.

Thank you very much.

[The prepared statement of Mr. Atamanczyk follows:]

IDAHO TRAIL MACHINE ASSOCIATION, INC.

Conservation — Courtesy — Safety

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March 10, 1988

Testimony submitted For The Record on the 1988 Idaho Forest Management Act hearing in Idaho Falls, Idaho, at University Place, March 10, 1988.

My name is Carl Atamanczyk. I am vice-president of the Idaho Trail Machine Association, a statewide organization with over 700 family memberships, but I believe it is safe to say I represent nearly 46,000 trail bike riders in this state. I am also not paid to be here.

For the purpose of this hearing and wilderness proposal, I will specifically mention the Bear Creek area of the Palisades Wilderness proposal in S.E. Idaho.

The Bear Creek area supports abundant wildlife populations and at least one-half of the trail bike recreation by eastern Idaho and western Wyoming residents, especially since the passage of the 1984 Wyoming Wilderness Act, which eliminated ORV recreation in the West Slope of the Tetons and pushed it into the Italian Peaks, Garns Mountain and Bear Creek areas.

If the Italian Peaks Area becomes wilderness, this will result in greater ORV pressure in the Garns and Bear Creek areas. If Bear Creek becomes wilderness, this will put devastating ORV pressure in the Garns Mountain area, which will not or cannot sustain it safely or environmentally.

We are also concerned about the Idaho State ORV funds and organizational volunteer trail maintenance we have

(over)

utilized for the past 10 years to preserve the Bear Creek trail system for multiple use. If this funding is lost by wilderness designation, there is no way to compensate it. This also could set a very unacceptable legal precedent.

I believe we need to strongly consider the fact that ORV recreation produces nearly 116 million dollars (according to Idaho Dept. of Parks and Recreation studies) into Idaho's economy each year. This benefits all outdoor recreationists. We also add about one million dollars a year to our state gas tax fund.

The Bear Creek area lacks true wilderness qualities and standard. There is a radio relay station on Red Ridge, miles of fences on ridges and down drainages, a ranger cabin, water troughs fed by underground piping, manmade livestock watering ponds, Big Elk Mountain has been terraced by heavy equipment to control natural erosion, therefore not measuring up to the 1964 Wilderness Act.

We recommend the Bear Creek Area for "special management designation" to ensure ORV recreation and funding are protected but also limited during periods of high stress on elk habitat. This concurs with the fact that no biological studies exist to document the need for permanent ORV restrictions in this area.

Wildlife management objectives, which prompted recommending the Bear Creek area for wilderness, may or may not be accomplished regardless if this area is classified wilderness or not.

Thankyou for consideration of this imput.

Carl Atamanczyk

Carl Atamanczyk, Vice Pres.
P.O. Box 2345
Idaho Falls, Id 83403

Though sharing many of the same goals as sportsmen, the environmentalists have joined forces with the antis to deny our right to hunt.

JUNE 1984 "HUNTING" MAGAZINE

ENVIRONMENTALISTS–
Hunters' Friends or Foes?

By Richard K. Kolb

During the past decade, environmentalism (of which anti-hunting is a component part) has become a political movement to be reckoned with. As a result of the ecology craze, animal-rights advocates have won some impressive victories—both symbolic and substantive.

Over the years, especially in the mid-Seventies, hunters have been aroused by imminent threats to their sport—the publication of Cleveland Amory's book *Man-Kind* and the anti-hunting TV show "The Guns of Autumn," for example. Yet today the anti-hunting crowd perseveres, now virtually unnoticed by sportsmen.

Does this mean the movement is no longer a menace? Hardly. In the upcoming 1984 elections, the animal libbers—in league with the environmentalists—may well prove their newfound political prowess. Indeed, the recent challenge to moose hunting in the state of Maine was no doubt the first of many.

Before proceeding, it is only fair to state that most outdoorsmen applaud the actions of genuine ecologists on the behalf of wildlife. But the environmentalist movement's elitist character and the political leanings of some of its spokesmen do a disservice to the many well-meaning followers who work for worthwhile goals.

Environmentalists tend to place the biological priorities of wildlife conservationists beneath their own social concerns. Put simply, the environment is seen by them as a battleground for social change. Under nature's guise, movement politicos have forged alliances with "progressive" unions and embraced the likes of Tom Hayden's socialist Campaign for Economic Democracy. Not surprisingly, the term environmentalist has taken on a negative connotation, especially among businessmen and outdoorsmen.

Such terms as environmentalist, ecologist, preservationist, and protectionist are seen by many as nothing more than buzz words concocted by an urban, upper-middle-class elite to cover the broader cultural aims of a privileged minority. To this constituency, ecology is more than just a cause, it is a "gentle revolution."

What does all this have to do with sport hunting? Since they are based on similar philosophical foundations, the ultimate objectives of the environmental and anti-hunting movements often dovetail. As a former executive director of the Wildlife Society put it, anti-hunting has gone "hand in hand with the snowballing interest in environmental quality."

That environmentalists are Johnny-come-latelies to conservation eludes movement spokesmen. In his landmark work, *American Sportsmen and the Origins of Conservation*, John F. Reiger found that ". . . American sportsmen were by far the single most important group in the making of conservation."

Indeed they were, and still are. Hunters remain today the financial packhorse of wildlife conservation—directly funding 80 percent of state wildlife-agency budgets.

PROTECT AMERICA'S HUNTING HERITAGE

And for a century, nature preservationists and wildlife conservationists worked for complementary goals. However, the issues of predator control and endangered species created a rift in the ranks.

In fact, a great deal of the early impetus for environmentalism was derived from the latter issue. Controversy over the future of wolves and marine mammals (particularly the polar bear) in the early Seventies brought on the first real confrontation between outdoorsmen and "nonconsumptive" preservationists.

Today, more than mere hunting separates the antis from the pros. Cultural and social—and thus political—perceptions are crucial to understanding the division between the environmentalists and the hunter-conservationists.

"It has a lot to do with how an individual perceives America," wrote John Mitchell in his excellent book *The Hunt*, "such perceptions tending nowadays to get split along urban-liberal and rural-conservative lines, though the cross strains do occur with sufficient frequency to keep the distinction gray and blurry."

Three recurrent themes serve as the stock and trade of the anti-hunting creed. Most commonly heard is the anthropomorphic argument—the issue of cruelty to animals, also referred to as the "Bambi syndrome." Those in this category attach human characteristics to animals. Self-styled moralism, the second theme, views hunters are uncivilized, unethical, evil, and damnable (i.e., of the same genre as Canadian seal clubbers). As current-day Carrie Nations, these hyper-moralists seek to reform the behavior of hunters, whom they consider akin to Attila the Hun. Finally, followers of the hyperbolic line cast hunters as spoilers of the ecological balance and extirpators of endangered species.

Of the varied arguments of the anti arsenal, the great thrust of the movement revolves around endangered species. Suffice it to say that *sport* hunting is not responsible for the extinction of a single species in the United States. Quite the contrary, hunters' contributions to conservation have enabled many animals to survive.

During the last three decades it has become fashionable to take up for the rights of minorities, and wildlife has not been exempted. As *Time* magazine put it: "The notion of an Animal Rights Movement can be fairly satirical, especially if it is seen as the *reducito ad absurdum* of other rights movements."

About a dozen major national organizations actively campaign against hunting under the collective banner of animal liberation. They range in size from the minuscule Committee to Abolish Sport Hunting to the 300,000-strong International Fund for Animal Welfare.

The American Humane Education Society is the oldest of the bunch. Founded in 1889, it is a low-key educational outreach effort headed by David S. Claflin of Massachusetts. Defenders of Wildlife is a moderate group with over 50,000 members that traces its roots back to the anti-trapping cause in 1925. The Humane Society of the U.S. (HSUS), formed in 1954, is under the helm of John A. Hoyt. HSUS's 40,000 members are also mostly drawn from the mainstream of society. The Society for Animal Rights, founded in 1959, is headed by Helen E. Jones of Pennsylvania. It has about 20,000 members.

Exemplifying the radical fringe is the Fund for Animals, created in 1967 by

Cleveland Amory. The Fund's theme is "Animals Have Rights, Too." With 200,000 members, 20 offices in the United States and Canada, and a staff of 25, it is a formidable foe.

The Fund's principal rival, the Friends of Animals (FOA), arrived on the scene in 1957. Alice Herrington heads a staff of 14 that ministers to 100,000 adherents. In 1967 the Friends formed a lobbying arm known as the Committee for Humane Legislation. Herrington's solution for eliminating hunting is simple, though frightening: "The destroyers [hunters] of that life [game] must, in turn, be destroyed—preferably by due legal process."

The Animal Protection Institute of America (APIA) rounds out the radical "Big Three." Belton Mouras, APIA's founder, has operated out of Sacramento, California, since 1968. A staff of 35 makes up an effective propaganda machine. Apparently, his 100,000 followers have discounted the charges of financial misconduct filed against Mouras by the California attorney general in the mid-Seventies.

A relative newcomer to the animal wars, and by far the most militant, is Greenpeace. No organization better illustrates the relationship between the environmentalists and the anti-hunters. Canadian ecologist Patrick Moore of Vancouver, British Columbia, founded the group around 1970. Greenpeace U.S.A. maintains a 15-member staff in Washington, D.C., and claims 250,000 supporters nationwide.

"... the stakes are immense in this showdown between the fraternity and the antis."

Abolition of sport hunting is a prime objective of Greenpeace. In 1981 "Green pacifists" physically harassed American hunters in British Columbia. Antics such as bodily protests, the trademark of publicity-desperate extremists, while a nuisance are relatively minor in terms of affecting the survival of sport hunting.

A very real threat, however, does exist in the convergence of environmental and humane forces on the issue of wilderness exclusion in Alaska. Passage of the Alaska National Interest Lands Conservation Act of 1980, which declared 25 million acres off limits to hunters, is probably the greatest victory of the united front to date.

The Alaska National Hunting Bill, the foremost piece of pro-hunting legislation currently pending before Congress, is designed to redress the inequities of the 1980 act by reopening five million acres of park preserves traditionally accessible to hunters. An alliance known as the Alaska Coalition is exerting tremendous pressure to prevent the enactment of the bill.

In addition to the animal-rights groups already mentioned. this particular fight has brought out several "closet" anti-hunting organizations, including the Sierra Club, the National Audubon Society, the Wilderness Society, and the National Parks and Conservation Association. Also counted among the coalition's allies are the Environmental Action Foundation and the Friends of Earth.

As a test of strength, the stakes are immense in this showdown between the fraternity and the antis. If successful, the coalition will become emboldened and no doubt seek other targets in the Lower 48.

Anti strategy and tactics run the gamut. Everything from subterfuge to sabotage has been employed. The Friends of Animals recommend that their members boycott, blackmail, ban, bar, and "ostracize socially" any elements in society that condone or even tolerate sport hunting.

Battlefronts span the societal spectrum—the classroom, courtroom, news and entertainment media, the woods, halls of Congress, wildlife agencies themselves, and the electoral arena. Publicity and propaganda provide the movement with its most valuable resources. And "their principal tools," wrote conservation historian James Trefethen, "are fiction embroidered with half-truths and often outright fabrication."

Anti-hunters can attract immense audiences through national communication outlets that reflect a "built-in Eastern media bias in favor of all urban-oriented pressure groups." Moreover, Hollywood and the literary elite have cast the sport hunter as the villain in the world of furry and feathered creatures.

While harassment, lobbying, litigation, propaganda, and negative publicity remain ever-present irritants, the movement has of late resorted to two far more effective strategies. One is aimed at destroying the autonomy of fish and game departments.

As a biologist in Louisiana recently informed me, "Outside of the political arena, the gravest threat to hunting can be found in the undermining of traditional game management through infiltration of nonhunters into state wildlife agencies."

"Today the anti-hunting crowd perseveres, now virtually unnoticed by sportsmen. Does this mean the movement is no longer a menace? Hardly."

What he was referring to is the funding of "ecology minded" students in university wildlife-conservation curriculums. Animal-rights groups grant scholarships to environmentalists with the ultimate aim of capturing control of wildlife agencies.

Consequently, two antagonistic philosophies of management are emerging. Down the road, an environmentalist Trojan horse within state game establishments could have very negative effects on the future of recreational hunting.

Even more alarming is the antis' political strategy. Growth in membership among environmental groups and "green" tallies at the polls in 1982 have bolstered movement electoral ambitions. Coalition building has made the humane crowd an opponent not to be taken lightly. *Fortune* magazine estimates that the "green lobby" commands the allegiance of five million people.

Round one of the national match was recently fought in Maine. By securing 40,000 signatures on a petition, a six-member humane coalition managed to place a referendum on the ballot that proposed a ban on moose hunting. For the first time, voters instead of professional wildlife biologists decided the fate of a game species.

Fortunately, this time at least, voters did not succumb to emotion. By a margin of three to two the people of Maine voted to continue moose hunting. But Maine is a rural state culturally predisposed toward hunting. A similar referendum in a state such as New Jersey could have produced a far different outcome.

"Together we can see to it that a fine American tradition does not yield to apathy and complacency."

Though a resounding victory for hunters, the Maine referendum established a precedent. At least eight other states have game species as their official animals and are potential targets for similar efforts. Keep in mind, too, that Alaska is a pivotal battle yet to be won. Hunters should not be lulled into a false sense of security.

On the other hand, Maine also demonstrated the political potency of the hunting fraternity. Valuable resources are at the disposal of sportsmen. Besides logic and common sense, manpower and public opinion (64 percent of the people at last count) are there to be tapped. Not to mention means of communication, organization, scientific knowledge, and finances.

What seems to be missing are the crucial factors of unity and motivation. It behooves America's 20-million-plus hunters to follow the example of the environmentalists and take up cudgels in this ideological battle—especially at the polls in 1984.

Political action to protect our hunting heritage is essential. The right to hunt in America is a natural one reinforced by cultural tradition, but not yet fully protected constitutionally.

Now is certainly not the time to drop our collective guard. Together we can see to it that a fine American tradition does not yield to apathy and complacency.

Senator McClure. Thank you very much.

I failed to call the next group and have them come down, and I'll take the time to do that right now. The next group would be Lynn Miller, Bill Worf, Howard Spaletta, Debra Patla, John Park, Russell Brown, Susan Dejmal, Keene Hueftle, and Susan Patla.

Allen Getty.

STATEMENT OF ALLEN GETTY, CHALLIS, ID

Mr. Getty. I am Allen Getty from Challis.

I have been opposed to wilderness legislation in the past and remain opposed to any more wilderness. I feel wilderness takes away the opportunity for a proper management scheme. We now are having a serious problem with giardia in Central Idaho. Challis National Forest issued a memorandum to its employees a couple of years ago to not drink the water in the Challis National Forest. The people checking into the surrounding hospitals proves the point. There is presently a complete lack of management in the lake areas—more and more people use the area with less and less toilets and garbage pickup. The Big Horn Crags this past summer was a mess. To make matters worse, wilderness makes a large land area usable by only a select user group. Remote area users should have to pay for a special use permit and be managed accordingly. Wilderness legislation is causing excessive use of other nonwilderness areas; too many user groups in a given small area.

What about the balance of trade problems? We buy many products from foreign sources that we have in abundance at home in wilderness areas, such as antimony bought in Russia; we have an excess of antimony here in the Intermountain West and can't mine it. What about the oil we import and can't drill a hole in the ground to keep our nation healthy and strong?

I probably do agree with the environmental groups in the absolute lack of land management done by our Forest Service, Bureau of Land Management, and Park Service. They are everything but land and resource management agencies. They are experts at spending money. Whose at fault and who could straighten out the problem? Of course our very negligent Congress who makes the rules, spends billions of dollars—all about wilderness endorsing the lack of management. This is like putting a bandage on a ruptured appendix.

Recognizing you can't make anyone happy with this bill by McClure and Andrus, with a little or a lot of polish here and there, maybe it's the best that can be done and we should accept the same, but not at the expense of more. Who cares about the many senior citizens, the cripples, disabled veterans? I am sure they would enjoy the beauty of the wilderness areas. They help pay for the lack of management in these areas. What about their civil rights? What about their access?

Idaho citizens are among the highest taxed, lowest paid and now we are being asked to once again abandon our potential to extract natural resources and yet take on more of the burden to subsidize wilderness by furnishing law enforcement, road maintenance and all of the other burdens that fall on local government.

Thank you.

Senator McClure. Thank you.

Mr. Steve Cobbley.

STATEMENT OF STEVE COBBLEY, CENTRAL IDAHO ROD AND GUN CLUB, CHALLIS ID

Mr. Cobbley. My name is Steve Cobbly. I am here before you today representing the Central Idaho Rod and Gun Club and myself. I live in Challis, Idaho, and I am a lifetime resident of Custer County.

Custer County is 95.3 percent state or federally owned. Some people read about wilderness in the papers and think we need more. We live each day with wilderness and it isn't fun. We have lived this way for over 24 years and we are sick of it. We have seen hunting areas closed by the millions of acres. We have seen our hunting access closed by the thousands of miles.

We have had enough. We cannot leave our highways without being affected by wilderness or roadless areas or areas with restricted access. Every area closed is less hunting and fishing for our senior citizens, the handicapped, and all sportsmen who seem to be low on gas, which happens to everyone.

I am totally against any more wilderness. But, however, we will work with the congressmen and stuff to get this Wilderness Bill over once and for all, if possible.

Thank you.

[The prepared statement of Mr. Cobbley follows:]

Central Idaho Rod & Gun Club Inc.
Challis Box 177 Idaho 83226

My name is Steve Cobbley. I am here, before you today, representing The Central Idaho Rod & Gun Club, and my self. I Live in Challis Idaho, and I am I Life time resident of Custer County. Custer County is 95.3%, State or federally owned. i Some people read about Wilderness in the paper's, and think we need more. We Live each day with Wilderness and it isn't fun. We have Lived this way for over 24 year's, and we are sick of it. We have seen hunting area's closed by the Million's of acres. We have seen our hunting access closed by the Thousand's of miles. We have had enough. We cannot Leave our highway's, with out being affected by Wilderness or Road Less area's, or area's with Restricted access. Every area closed, is Less hunting & Fishing for our Senior Citizens the Handicaped, and all Sport's men whom seem to be Low on gass. Which happen's to everyone.

Any Wilderness ruin's the Tax base for our School's.

The Let Burn policy's of Wilderness is absolutly the highth of Stupidy. We cannot even spray Tree's to prevent massive destruction by disease.

We realize that a few people whom use these area's, Think we need more Wilderness. When their season is over, They go some place else. But when they watch their area, from some high Ridge, go up in smoke, we wonder if their Life passes before their eyes. It has happend before and it will happen again. Good game management, and The creation of better game Habitat are illegal in Wilderness Area's. The Deadwood and Tappen Gulch Fire's will cause more stream degredation, than 186 miles of permanent access road through this area. The Fire's will return. Wilderness make's these area's, non management areas, which cost more to manage, than area's with management.

As of this day, there are additional Wilderness and Road Less area's proposed that will directly affect me personally, and sport's men in general. the BLM want's more Wilderness in The Mt. Borah area consisting of 3,880 acres, 4265 acres in Little wood River. The Sawtooth National Forest Plan as written will tie up over 500,000 acres For a Least 10 years. We are in an appeal now, because some one dosent Like Bike's in The Lemhi & Lost River Mtn Ranges, more Hunting & Fishing access closed.

And starting 7 miles North West of Challis The Salmon Forest Plan, says they want to close 44 miles of old Road's pr year. Which will add up to 660 miles of Road Closed. And the Salmon National Forest Travel Elinimation Plan is trying to close ~~an additional~~ 28 area's, or Roads to Elenimate Hunting Access. The Salmon Forest Road Less area's probably add up to over 300,000 Acres right now. And if that's not bad enough, The Idaho Fish & Game Dept. are trying their Best to Close every hunting access road in Idaho. But we would like to see one more Law past. Since Wilderness has basically ruined our hope of ever making a Living in this area, we need just compensation. Just Like you have done for the Indian's, after they were run out of this area. Our Live's are totaly controlled by a small group of misquided individual's, whom probably have never used these area's, have never seen these area's, nor will they ever see what damage they are doing. No More Wilderness.

SR Bobbley

P.S. - Custer County Commissioner's are opposed to any more Wilderness. Letter will follow.

3

Senator McClure. Chris Schneider.

STATEMENT OF CHRIS SCHNEIDER, CANYON CRUISERS OFF ROAD BICYCLING CLUB, IDAHO FALLS, ID

Mr. Schneider. Senator McClure, Governor Andrus, my name is Chris Schneider, and I am the president and founder of Canyon Cruisers Off Road Bicycling Club here in Idaho Falls.

The point I wish to make is very simple. We wish to use the Fall Creek-Bear Creek area which was unnecessarily added to the Palisades Creek Wilderness proposal for bicycle trail riding. The trails have been graciously maintained by the Idaho Trail Machine Association and U.S. Forest Service for the past few years, and I feel that they deserve more than a slap in the face for their efforts. We appreciate the work they have done and I am sure that all people who use this area can find good in the countless man-hours and dollars spent by these dedicated club members who have cleared trails, drained swamps, maintained markers, and cleaned up after others not so courteous.

We as users of the national forest areas, specifically the Fall Creek-Bear Creek area, do not wish to have these lands taken from us. All Americans can use these lands now as a recreational resource.

If designated wilderness, these lands would be shut off and closed down. We need public lands for off road recreational vehicle use. The Fall Creek-Bear Creek area has been used for years in this way with full support of the U.S. Forest Service, and this area should be withdrawn from the proposal and remain the recreational resource area that it is today.

Senator McClure. Thank you.

Ron Watters.

STATEMENT OF RON WATTERS, POCATELLO, ID

Mr. Watters. Thank you for allowing me this opportunity to testify. I was going to mention something about the secretive of the negotiations, but I felt it might be a wise idea to stay off that topic.

We talked about compromise, and I would like to suggest a compromise. There are 9 million acres of roadless national forest lands, and I think what we ought to do is just divide those in half, 4.5 million acres as wilderness and 4.5 million acres nonwilderness, and I think that's a pretty fair compromise.

I do want to mention that I do feel that there are some key areas that I have spent quite a bit of time in that I would like to see included in the bill, and those are the Lemhis, the Garns Mountains, the Centennials, Diamond Peak, and Smoky Mountain, at least those areas should be included.

I also recognize the use of ORV's. I have friends who use ORV's, and I have been known to drive a snow machine now and then. But I feel that we need to share in the use, and I think ORV users are amiable to that, too, in sharing the use. And the problem with both uses occurring in the same trail, it's okay if there is just one or two, but when there gets to be a lot of ORV users, that trail then becomes unusable to people on foot and on horseback, because ORV's are a dominant user. It's like trying to take a hike along a freeway, it just isn't a pleasant experience. And we know that ORV use is going to increase in the future. We have trails now that maybe it's not such a big problem, but we know that ORV's are going to continue to be imported into the U.S. from Japan, the use is going to go up, and we are going to have more conflict. So I think dividing up the wilderness area half and half is a fair way of doing that.

[The prepared statement of Mr. Watters follows:]

Ron Watters
1135 East Bonneville
Pocatello, Idaho 83201

Testimony at Congressional Field Hearings concerning Idaho Forest Management Act of 1988, S. 2055: Idaho Falls, Thursday, March 11, 1988.

Gentlemen of the Subcommitte on Public Lands:

I wish to begin by expressing my appreciation for holding field hearings in Idaho and listening to testimony from Idaho residents.

I do appreciate the nonpartisan efforts which have gone into the formulation of this legislation, but I am afraid that much of Idaho's beauty has been sacrificed in the process.

Many important roadless areas have been left out of this bill. The lovely Lemhi range which can seen by looking to the northwest of Idaho Falls, the site of this hearing, was not included. It should be in the bill. Others key areas should also be included: Centennials, Garns Mountain, Cache Crest, Diamond Peak, West Bigholes, Pahsimeroi, King Mountain, Smoky Mountains, Lime Creek, Sawtooth, Peace Rock, Salmon River Breaks, Payette, and Rapid River. Many of the areas which have been selected for the bill have inadequate boundaries. Important roadless parts of the Boulder-White Clouds, Pioneers, Trinities, Payette, Mallard-Larkins and Great Burn have been lined out.

It appears as though the bill was put together in a hurry with little regard for ecological, wildlife, recreational or enforcement boundaries.

Of course, I support a strong economy for Idaho, and I believe that having a healthy allocation of wilderness goes hand in hand with a well rounded business climate. In accordance, the guides and outfitters and tourism are a vital parts of state's economy and maintaining the intregrity of Idaho's roadless areas is key to protecting tourism dollars.

Some people will argue that wilderness prevents logging which is a part of the economy. I support logging. I like wood. I like working with wood, and I live in a wood house. Sometimes, however, logging causes damage which outweighs economic benefits. The erosion of logging roads, and the subsequent destruction of salmon fisheries on the South Fork of the Salmon in the mid sixties is a prime example of what can happen.

The wild lands that are under consideration in this bill are areas which have marginal commercial values. If they had been valuable, the logging industry would have cut trees long ago. But these areas of the state were passed over because other lands were more productive. The timber industry now has millions of acres of multiple use lands which are available to them, and it is these lands which they should more carefully manage and employ sustained yield practices, rather than build roads and destroy the beauty of marginal areas.

The other group which argues against wilderness are off road vehicle users (ORV's). I understand that they have a right to use public lands, but they must be prohibited from some areas. Right now in Idaho, they have vast desert areas and nearly all of the multiple use areas on National Forests. This is enough.

The ORV users like to say that they are happy to share their trails with others. But motor cycles, snowmobiles and three and four-wheelers are dominate users, and as such when their numbers increase, it makes the trail practically useless for foot or horse use. Of course, one could go hiking on an ORV trail, but it is not pleasent to have several whining machines passing you every hour. ORV users do not need to closure thier trails to foot and horse traffic. The dominance of their recreational activity in itself excludes others. It is analogous to the unappealing thought of selecting the freeway for a place to take a walk.

One of the worst proposals in the bill is the idea of an ORV trail through the White Clouds. I strongly urge that the committee remove it from the legislation. The Sawtooth Recreation Area which includes the White Clouds provides many other places for ORV use.

Much of the bill concerns itself with language which would undermine the Wilderness Act of 1964. The language which mandates timber harvesting, sets up ORV use and takes away assumed wilderness water rights should not be in this bill. These are important national issues which can adversely effect the wilderness system across the United States, and they should be dealt with in another and more appropriate manner.

In summary, I urge the committee to admend the bill so that it includes the boundaries and the areas which have been selected by such conservation groups as the Idaho Environmental Council, the Wilderness Society, and the Audubon Society. This 3.9 million acre proposal is a reasonable compromise which allows a mix of wilderness and multiple use lands. I also urge the committee to remove all the language which does not directly relate to the topic of wilderness designation.

Senator McClure. Thank you.
Jackie Maughn.

STATEMENT OF JACKIE JOHNSON MAUGHN, POCATELLO, ID

Ms. Maughn. Senator McClure and Governor Andrus, I offer my testimony today as one who has been a user and proponent of Idaho wilderness for all of my adult life. My father, William "Blue Moose" Johnson was an outfitter and guide and he died in the Frank Church Wilderness in 1977. My first experience testifying in wilderness hearings was with father in Lewiston in 1972 in the Hells Canyon National Recreation Area. Since then, although my father has passed on, much of the country he treasured is indeed protected.

Wilderness preservation in Idaho continues to be a central issue, as the hearing we're participating in today bears witness. Its resolution is an arduous path—not for the faint hearted—as you both know. But, like climbing Mount Borah, circumnavigating the Seven Devils, or traversing the White Clouds, it's worth the discomfort, the pain, the dirt, and the exhaustion.

Although there is much to be admired in the bill, particularly for those who live in Eastern Idaho—thank you for including the Lionhead, Bear Creek, and Mount Naomi in your bill—there are a number of areas in this part of the state which I feel have been overlooked. Among those which I hope could be included in the bill, and which certainly merit being included, are Rainey Creek in the Palisades and Diamond Peak in the Lemhis. Better boundaries need to be drawn for Bear Creek in the Palisades. Bear Creek, as most of the Palisades country, is full of big game, bear, deer and elk, and wonderful and rare species of birds such as great blue herons, and on the east side of the divide of Bear Creek, in the Caribou mountains, sandhill and whooping cranes. The boundary for Bear Creek needs to be redrawn to correspond to the road on Skyline Ridge rather than as a survey line which no one can figure out quite where it is. Redrawing the boundary to correspond to the road would probably save $80,000 in tax payers" money and be easier to post and enforce. These are some of my major concerns, outside of the hard release language in the bill which has already been mentioned by many witnesses.

I would like to close by stating that I am a writer and I have published three books about wilderness recreation. One of these books, the Hiker's Guide to Idaho I brought copies for you both today as a gift, and I think this bears better testimony of the importance of Idaho wilderness than anything I could say.

Senator McClure. Thank you very much.
Donna Saltsman.

STATEMENT OF DONNA SALTSMAN, POCATELLO, ID

Ms. Saltsman. I would like to take the time to express my appreciation for all the energy and time that's been spent on compiling this bill. Much effort has gone toward the bill; let's hope that this will be one to pass finally.

But there are some shortcomings in this bill that I would like to point out. One of the weaknesses is that it's too all encompassing.

With 27 different areas involved, it's unfair to treat as one entity areas that are unique in their resources, wildlife, and ecosystems. A direct result is the disregard for natural boundaries such as the Bear Creek area. Areas described in the bill violate the natural habitat for such endangered species as grizzly, woodland caribou, and gray wolf. Studies cited by Idaho timber industry publications have found that elk won't live within a quarter mile of a road, but obviously this is not a consideration.

Even if an intelligent person is not able to appreciate the vast natural beauty of Idaho, the economical benefit of these lands should be blatantly apparent. Timber prices are low while national forest timber sales in Idaho report the second largest deficits in the nation, primarily due to exorbitant costs of road building on steep and rocky slopes. It's been mentioned that it's difficult for people to enjoy the wilderness area if you are a woman or if you are handicapped. I find that it's a little difficult to believe that when a person can just go to Palisades and it only takes two minutes in order to walk into a wilderness area. I also find it difficult to believe that as a woman that I would not be able to enjoy the wilderness areas as well.

I would like to suggest that we please consider a bill that we could all live with that we could still have lands into the next century for our children to enjoy.

Senator McClure. Thank you very much.

Linda Burke.

STATEMENT OF LINDA BURKE, POCATELLO, ID

Ms. Burke. Senator McClure and Governor Andrus, thank you for the opportunity to speak.

The Idaho Forest Management Act in most cases is unacceptable to the State of Idaho. Existing forest plans provide better protection for public lands and wildlife habitat than does this proposal. The bill legislates timber cuts in such places as the Bonners Ferry Ranger District, which directly contradicts the forest planning process. These particular cuts are mandated for already protected Situation 1 grizzly bear habitat, and that contradicts the federal Endangered Species Act.

This bill also explicitly excludes federal reserved water rights in wilderness areas which contradicts federal judicial mandates in existence for those rights. It ignores watershed boundaries and vital boundaries for maintaining the integrity of wildlife habitat. Special management language which mandates prescribed use for 600,000 acres of roadless land, to eliminate any possibility of future wilderness designation; in fact, defacto hard release language. The White Clouds area are almost completely—the White Clouds are almost completely ignored in this proposal and the valuable Lemhis and Pahsimerois are completely left out of consideration.

The worst thing about this bill is that it lacks insight. It lacks insight into Idaho's future and the economic value of wilderness land. As more wildlands diminish, the nation looks to places like Idaho for there to be a chance to experience wild America, and to find solace in the fact that someplace is being set aside for wildlife, one of our most valuable and precious resources.

Senator McCLURE. Thank you very much, I appreciate your testimony, ladies and gentlemen, thank you.

If the next group will come forward, please.

While they are taking their place, if the following group would please come down to the front row: Mike Cass, Bert Lilburn, Bill Rogers, Kay Snyder, Chris Averill, John Radin, William Grush, and Mike Mullen, if those individuals would please come down and take seats in the front row.

I will first call on Lynn Miller.

[No response.]

Senator McCLURE. Bill Worf.

[No response.]

Senator McCLURE. Howard Spaletta.

STATEMENT OF HOWARD SPALETTA, IDAHO FALLS, ID

Mr. SPALETTA. My name is Howard Spaletta. I represent myself.

Section 308 of this act gives the commercial outfitters something that the lawyers haven't been able to give them in over three years. Section 308 gives the commercial outfitters property rights of over 100 of the very best campsites in the Frank Church River of No Return Wilderness. There are 108 campsites that have been reserved by the Forest Service in this wilderness for the exclusive use by the commercial outfitters. These campsites are shown as the red dots on the map behind me. Most users of this wilderness do so without an outfitter, 65 percent. No campsites are reserved for the public.

You may ask how can this act give property rights to anyone when the Frank Church River of No Return Wilderness is an established wilderness and not one of the proposed wildernesses? Well, section 308 permits outfitters nonconforming and sometimes illegal practices. The outfitters attorneys have filed two administrative appeals and one lawsuit against the Forest Service to maintain their property rights, and they sued because they are being denied, they said they were being denied their property rights. None of these lawsuits or appeals were successful. When Forest Service Chief Peterson made his final decision, he directed the outfitters to clean up their camps and make them available to the public during extended periods of nonuse. They can still reserve the camps but they can only have possession of them while they are using them.

At that time Senator McClure agreed with this decision. I'll read part of Senator McClure's letter that I received from him after the chief announced his final decision, and I quote: "I am pleased that the Forest Service decided to stick with the requirements of their original management plan and that the controversy between the commercial outfitters and other users of Idaho's public lands has been resolved. Commercial outfitters and the public should have equal access to preferred campsites in the Frank Church River of No Return Wilderness." I am writing Senator McClure a letter asking him exactly what was traded for these campsites.

No part of section 308 is acceptable to me. Wilderness areas are public lands, they belong to the public, and shouldn't be given to any special interest group for any reason.

Thank you.

[The prepared statement of Mr. Spaletta follows:]

TESTIMONY FOR THE SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS FIELD HEARINGS ON THE IDAHO FOREST MANAGEMENT ACT OF 1988 (SENATE BILL 2055) that was held in Idaho Falls Idaho on March 10, 1988.

My name is Howard Spaletta. I am an individual who is a frequent user of the Frank Church-River of No Return Wilderness. I represent myself, no organization represents me. My objections to this act is the inclusion of unwarranted privileges given to the commercial outfitters at the expense of the public users in **EXISTING** Idaho wilderness areas. These privileges are included in Section 308 of this Act.

Section 308 includes six words that negate three years of hard work by myself and others to bring the commercial outfitters in the Frank Church-River of No Return Wilderness into compliance with accepted wilderness standards. These six words are **"BY THIS OR ANY OTHER ACT"**. The commercial outfitters in this wilderness have been directed by our Forest Service to clean up over 100 of the very best campsites and make them available to the public during extended periods of non-use.Until now, Senator McClure has agreed with this effort. In September 1986 he said, and I quote,

> "I am pleased that the Forest Service decided to stick with the requirements of their original management plan and that the controversy between commercial outfitters and other users of Idaho's public lands has been resolved. Commercial outfitters and the public should have equal access to preferred campsites in the Frank Church River of No Return Wilderness."

This Act also provides for the commercial outfitters to regulate themselves, which is less than prudent.

I have included my written testimony as Attachment 1, Senator McClure's letter to me, dated September 4, 1986 as Attachment 2, an article from Western Outdoors titled "Outfitters Must Share Wilds" as Attachment 3, and several articles and editorials from the Post Register, our local newspaper, on this subject as Attachment 4. I will submit several photographs of the commercial outfitter's permanent camps in this wilderness for inclusion into the record at a later date.

Respectfully,

Howard Spaletta
475 South Amy Lane
Idaho Falls, Idaho 83406

Attachments: As Stated

BEST AVAILABLE COPY

THE EFFECTS OF THE ANDRUS-McCLURE IDAHO WILDERNESS BILL ON IDAHO'S EXISTING WILDERNESS AREAS

This map of the River of No Return (RNR) Wilderness illustrates the high density of commercial outfitter camps in this wilderness. Over 100 of the very best campsites in this wilderness have been reserved by the Forest Service for the exclusive use of the commercial outfitters. Even though most users of this wilderness do so without an outfitter (65%), no campsites are reserved for the public. Worse yet, the commercial outfitters are allowed to compete with the public users for the remaining un-reserved campsites on a first-come first-served basis.

The present practices of the commercial outfitters in this wilderness are not in conformance with the wilderness practices defined in the 1964 Wilderness Act, which have been accepted and used by commercial outfitters in other wilderness areas. Several non-conforming outfitter practices that are being used in the RNR Wilderness are:

- Use of permanent storage facilities (caches).
- Use of permanent living quarters and cooking facilities.
- Use of artificial salt licks to bait big game animals.
- Abandoned stoves and refuse at reserved campsites.
- Covering of springs and the installation of piped water systems to permanent structures and corrals.

The condition of most of the commercial outfitter's reserved campsites is deplorable, with evidence of decimated ground cover and girthed trees at most campsites. In the past, the Forest Service has been remiss by allowing these conditions to exist and by not defining reasonable boundaries for reserved campsites. The Forest Service"s most recent attempts to bring the commercial outfitters into established outfitter standards has been less than successful. The commercial outfitters have opposed implementation of the parts of the Forest Service's management plan for the RNR Wilderness that required them to clean up the reserved campsites and make the sites available to the public during extended periods of non-use. For example:

- In 1985 the Idaho Outfitters and Guides Association (IOGA) unsuccessfully appealed the plan , at the Regional level.
- In 1986 the IOGA again appealed the plan at the Chief's level. The Chief ruled against the IOGA and directed the commercial outfitters to clean up the reserved camps and make them available to the public during extended periods of non-use.
- In 1987 the IOGA filed a lawsuit against the Forest Service, claiming they were being denied their **PROPERTY RIGHTS**, amongst other things.
- In 1988 the IOGA withdrew their lawsuit and successfully lobbied to have their non-conforming activities "grandfathered" into the Andrus-McClure Idaho Wilderness Act. The IOGA has exaggerated their economic importance, which may account for the apparent acceptance of their lobbying efforts.

Without appropriate public review or involvement Senator McClure submitted the

Andrus-McClure Idaho Wilderness Bill to Congress for approval. Section 308, Outfitter Camps, of this bill allows the following non-conforming outfitter practices:

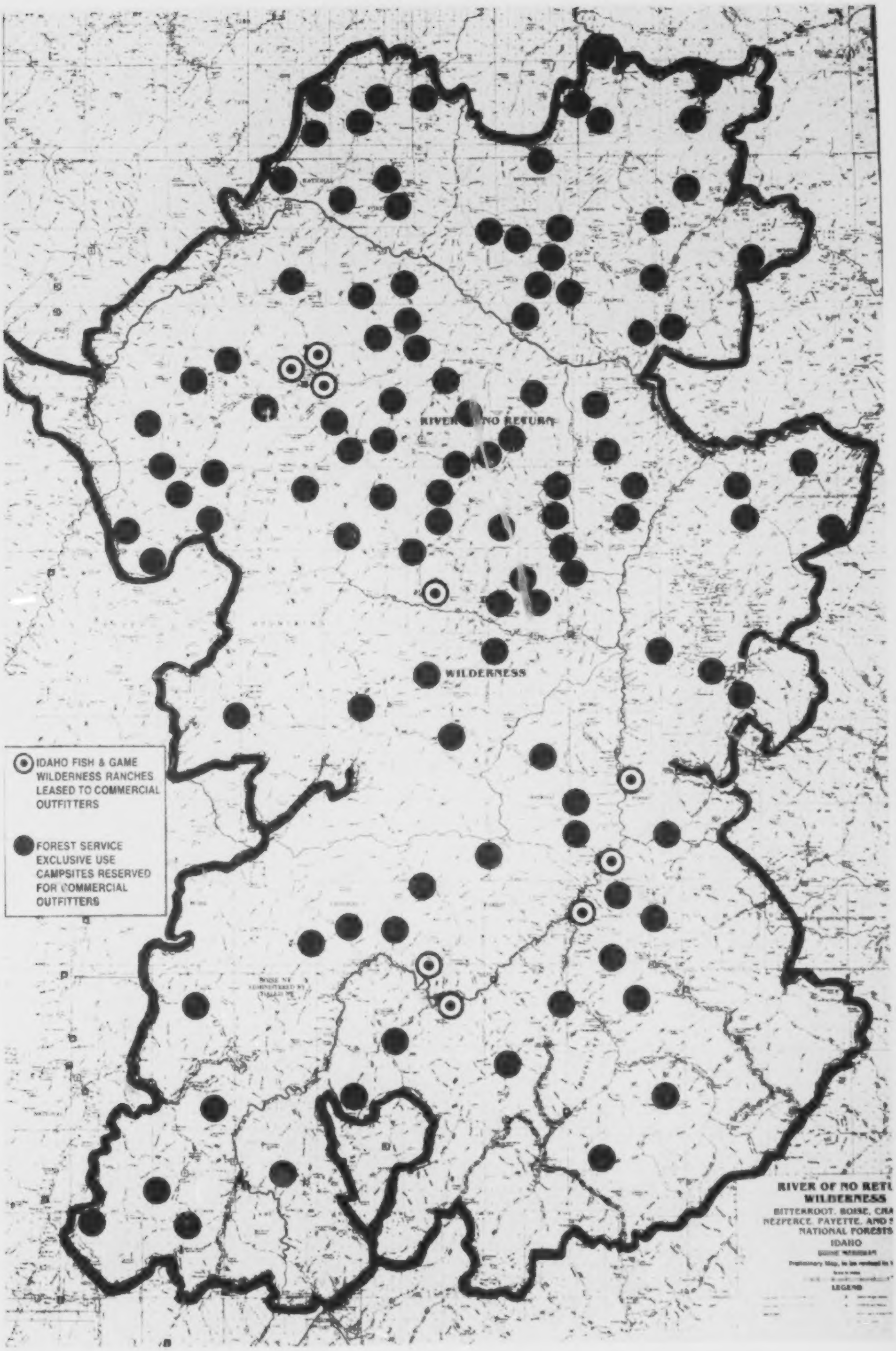
- The permanent installation of tent platforms, shelters and temporary (?) facilities and equipment directly and necessarily related to the commercial outfitter's activities.
- Such structures or facilities may remain in place upon regular or seasonal cessation (idleness).
- The "grandfathering" of these non-conforming practices is for both **NEW** and **EXISTING** wilderness areas in Idaho.
- Requires concurrence of the Idaho Outfitters and Guides Board to prohibit the continuance of outfitter camps and practices. The Idaho Code requires that this board be made up of a majority of commercial outfitters.

Permanent structures and facilities, including caches, are not required by either the commercial outfitters or the public users in the RNR Wilderness or any other wilderness. The obvious reason the IOGA is adamant about the retention of permanent structures and caches is to give the appearance of ownership and **PROPERTY RIGHTS** to the reserved campsites to their members, the commercial outfitters. Squatters rights weren't recognized or legal 100 years ago and shouldn't be "grandfathered" today.

There are those who question why our very best wilderness campsites are reserved for the exclusive use of those who elect to hire, or rent equipment from, commercial outfitters. Is it fair for those who elect not to, or can't afford to hire an outfitter to be required to compete with the commercial outfitters for the remaining un-reserved campsites? The IOGA, and their members, should gratefully accept the discretionary privileges of the 1964 Wilderness Act, which allows them the exclusive use of the best campsites. As stated by the Forest Service, these campsites should be cleaned up, without further delay, and made available to the public during extended periods of non-use. Since these are public lands, the **PROPERTY RIGHTS** for all wilderness campsites belong to the public and not to the IOGA members, or to any other special interest group.

Section 308, Outfitter Camps, of the Andrus-McClure Idaho Wilderness Bill should be deleted and Idaho's commercial outfitters should be required to abide by the wilderness standards defined in the 1964 Wilderness Act.

KEY MAP
MONTANA
IDAHO
CHALLIS
CLAYTON


RIVER OF NO RETURN
WILDERNESS
IDAHO FISH & GAME WILDERNESS RANCHES LEASED TO COMMERCIAL OUTFITTERS
FOREST SERVICE EXCLUSIVE USE CAMPSITES RESERVED FOR COMMERCIAL OUTFITTERS
RIVER OF NO RETU
WILDERNESS
BITTERROOT, BOISE, CHA
NEZPERCE, PAYETTE, AND S
NATIONAL FORESTS
IDAHO
LEGEND

JAMES A. McCLURE, IDAHO, CHAIRMAN

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D. MICHAEL HARVEY, CHIEF COUNSEL FOR THE MINORITY

United States Senate

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
WASHINGTON, DC 20510

September 4, 1986

Howard Spaletta
475 Amy Lane
Idaho Falls, Idaho 83401

Dear Howard:

Thank you for your letters concerning the Idaho Outfitters and Guides' appeal of the Forest Service Management Plan for the Frank Church River of No Return Wilderness.

I am pleased that the Forest Service decided to stick with the requirements of their original management plan and that the controversy between commercial outfitters and other users of Idaho's public lands has been resolved. Commercial outfitters and the public should have equal access to preferred campsites in the Frank Church River of No Return Wilderness.

I appreciate your efforts to keep me up to date on the progress of the appeal and, once again, I am glad that the issue has been resolved to your satisfaction. It is reassuring to know that public participation in the appeals process does work.

Thank you again for writing.

Sincerely,

Jim McClure

James A. McClure
United States Senator

McC:cwl

THE ENVIRONMENT *BY MICHAEL FROME*

Outfitters Must Share Wilds

I am all for outfitters in wilderness, but at times it's difficult to support the cause of all outfitters. On one hand, I cheer the words of Smoke Elser, one of the best of them in Montana, when he says, "Two things set apart the good packer — the way he cares for and uses his stock, and the way he treats the land." But, sometimes it seems that business and profit come before the resource.

Currently, the Idaho Outfitters and Guides Association is embroiled in controversy with the U.S. Forest Service over regulations, rights and privileges in the Frank Church/River of No Return Wilderness. That is a large and magnificent area in itself, larger than Yellowstone and maybe even more spectacular, but the issue has even broader implications for wilderness access everywhere.

"The association is asking for changes in basic Forest Service policy that would not only give 38 outfitters virtual ownership of the best campsites in the River of No Return Wilderness," according to William A. Worf, "but would also lead to the same kind of domination by outfitters throughout the Wilderness System."

Bill Worf is truly one to heed in such matters. During 32 years in the Forest Service until retiring in 1981, Worf carved out a distinguished career in wilderness management and policy, both at Forest Service headquarters in Washington, D.C., and in the USFS Northern Region covering large and significant national forests in Montana and Idaho. It's great for the resource and the public that Bill continues to contribute his expertise and concern.

"The Outfitters Association maintains the River of No Return has unique problems that make it necessary to have permanent structures and caches," Worf told me recently. "However, the association has obtained written and financial support for their effort from the Wyoming outfitters. I'm sure the Wyoming folks fully expect that any concessions obtained by the Idaho outfitters would also accrue to them."

The Idaho outfitters are especially distressed with sections of the Forest Service management plan for the River of No Return that would eliminate their unoccupied year-round camps and phase out traditional practices of storing supplies in backcountry caches. They argue that such new rules will reduce their ability to provide services to their clients and would increase costs, pricing a wilderness experience beyond the reach of many outdoors people.

"Leaving camp skeletons standing all year and using permanent caches certainly would make the outfitters' operations more convenient," concedes Worf. "The outfitters also contend that the use of caches lowers their impact on wilderness by reducing the amount of pack horse use. However, my years of experience lead me to make these points:

> 'We don't need cozy cabins...We should live by the spirit of wilderness.'

"1. Convenience does not translate into cost savings for the client, but rather into greater comfort for clients and help.

"2. The impact on trails is not reduced, as you might expect; the pack animal saved by caching is used to haul in material and equipment for even more elaborate camps.

"3. Not only do camps and caches grow over time, but these facilities detract from the experience of the non-outfitted public."

Considering that a week's trip may cost as much as $3000, I can understand why some clients expect the ultimate in luxury. But that's not what wilderness is all about. We don't need and shouldn't have cozy cabins with canvas covers, tents with plywood floors, running water in cook tents, or automatic waterers and permanent corrals for the horses. We ought to live by the spirit of wilderness, making less and less impact with each visit.

"It's paradoxical that non-outfitted users are required to move after 14 days and not to remain in any one campsite for more than four days in order to 'minimize' injury to plants around the site," notes Howard Spaletta of Idaho Falls, an industrial engineer and devotee of the River of No Return country. "Yet outfitters are allowed to set up comprehensive camps with potential for far greater damage.

"Outfitters pay a mere $100 for exclusive access to the best campsites, some of which are seldom used and some not at all. The public cannot reserve a campsite for any price, and is discouraged from the exclusive-use sites by the presence of permanent facilities, permanent corrals, covered springs, exclusive-use signs, and the knowledge they will have to move if requested to do so by the outfitter."

Whose wilderness is it, anyway? Outfitters play a fitting role, of course, but the public ought to have first rights of access to public land, and we should all exercise care to lighten the impact.

I don't mean to blame the outfitters, not when they see the special treatment given to mining, logging and livestock grazing interests through legislation and management practices; nor when they have suffered through lack of direction, expertise and concern from Forest Service personnel.

The National Wilderness Preservation System covers 86 million acres, most of it in the West. But the four federal agencies involved — Bureau of Land Management, Fish and Wildlife Service, Forest Service and National Park Service — are not prepared or equipped to furnish the special kind of management wilderness demands and deserves. Their personnel don't get the training at landgrant colleges, where most instructors view resources as production commodities. And, they don't get much in-service training, either.

Consequently, the Forest Service as an institution has never really accepted the role of promoting and enhancing recreational and wilderness interests. Bill Worf in his time was tolerated, more than supported or encouraged. Most foresters look on recreational and wilderness people as they do on insects and epidemics, waiting to be controlled.

It's a shame this should be the case, considering that wilderness is such a tremendous asset for wildlife, providing unroaded sanctuaries for elk, bighorn sheep, mountain goat and cougar, as well as quality streams for wild trout, salmon and steelhead.

Most visitors use wilderness without benefit of an outfitter, but that's not the point. We ought to be pulling together, not apart, first and foremost for the unique resource called wilderness. Surely by doing so, the lasting benefits will be widely spread. WO

attachment T3

James Howard, editorial page editor

Opinions

Robb Brady, editor and publisher

A-4 The Post-Register, Idaho Falls, Idaho, Sunday, February 28, 1988

Post-Register opinion

Forest Management Act not an Idaho wilderness plan

What Idahoans wanted, it seems to us, was a wilderness bill, not a dictate of managment practices and uses of Idaho forest lands.

Sen. James McClure and Gov. Cecil Andrus in their "Idaho Forest Management Act" went beyond outlining wilderness areas, they attempt to be land managers.

In less than two weeks, field hearings will allow Idahoans to comment. The Idaho Forest Management Act deserves strong criticism.

Not only is the proposal too stingy in acreage, it would dissect some of the most pristine high country areas of Idaho. It leaves out equally treasured lands that deserve protection from man's encroachment into vital watersheds and big game ranges.

There is far too much concern for man's uses of roadless lands and far too little for all animals of shrinking populations, the watersheds and the fragile land itself.

Uses assigned by McClure and Andrus for both areas designated for wilderness and lands left unprotected are simply not compatible or suitable. The proposal does not "resolve this long-standing issue," it fuels the debate.

Overland recreation vehicle corridors dividing wilderness areas and ORV uses in special management areas that harbor big game should not be acceptable. No matter the acreage of additional wilderness set aside, there will remain over some 13 millions acres of forest lands open for ORV uses, much of it not accessable by conventional vehicles.

McClure claims his bill is a carefully crafted compromise that includes a "chain of delicately balanced trade-offs" to protect wildlife habitat, allow motorized access and timber harvesting.

By imagination it might be considered a balance for man's uses, but not nature's.

The issue of wilderness boundaries themselves should first be settled. McClure and Andrus might have tried for that alone in their overzealous push to get the issue settled. In a "wilderness bill" it is out of place to designate more than acceptable timber harvesting in northern Idaho forests, to give ORV riders freedom on corridors through some wilderness areas and into special management areas, allow graziers vehicle use in the wilderness, to grandfather all aircraft landing uses and helicopter skiing in wilderness, and give no federal water right reservation for any purpose. All are, or could work, contrary to the wilderness concept and the purpose to designate wilderness areas.

The [redacted] of using permanent camps that were allowed prior to the date of enactment of this bill and permit them to renew the practice in new and existing wildernesses. In other words, the permanent camps and buildings that outfitters post for their exclusive use and service with water pipes from capped springs, corrals, permanent caches, salt licks and etc., that are being phased out of the Frank Church River of No Return Wilderness, could not only be returned there, but also would be allowed in all other existing as well as any newly designated wilderness areas in Idaho. The practices themselves aren't acceptable, let alone being [redacted]

A [redacted] prohibited without written concurrence of the state agency in charged of regulation of the outfitting and guide industry. That is the [redacted] by law, at least three members must be outfitters, the fourth from the Idaho Fish and Game Department, and the fifth [redacted]

A provision in the bill is out of place that mandates that no landing strip now in use on any national forest lands in Idaho shall be permanently closed and all shall be maintained. That should be included in forest management and appropriation legislation, not a wilderness bill.

If the Andrus-McClure proposal becomes law in its present form, other forest management and wilderness laws fashioned by Congress would be usurped. No further roadless area reviews or evaluations would be permitted unless expressly authorized by Congress.

McClure says he has received opposition from all sides. If all sides are indeed unsettled, then the hearings become all the more important.

Rather than opposition from all sides being a signal that the proposal is a necessary compromise, it may be a signal that it is unacceptable. Other members of Congress should be told which it is.

If this proposal is unacceptable, which in our opinion it is, then the Idaho delegation and the Congress must keep searching for a prescription that is. If the process needs to be started over, so be it. A good place to start is to designate wilderness lands and not attempt to dictate managment and uses of all forest lands at the same time.

Even if this issue goes to court, nothing more would stand to be lost of Idaho's natural resource lands and wildlife habitat than the McClure-Andrus proposal gives away to special interests.

Robb Brady,
editor and publisher

Opinions

James Howard,
editorial page editor

A-4
The Post-Register, Idaho Falls, Idaho, Sunday, February 14, 1988

Post-Register opinion

Outfitters' caches have no place in Idaho wilderness

With a task force to study outfitters' and guides' caches in wilderness areas, there is more reason to strike contradictory language reported to be contained in the McClure-Andrus proposal for additional wilderness in Idaho. The language would grandfather outfitters' and guides' practices in Idaho wilderness.

The uses of outfitter caches in the Frank Church River of No Return Wilderness is the very issue in dispute and reason for the study.

The Forest Service and outfitters reached an out-of-court settlement to do the study of whether the caches would be allowed in the Frank Church. So, the outfitters dropped a lawsuit challenging a Forest Service policy change. The Forest Service hopes to establish a national policy on outfitter caches.

The caches used by outfitters in the Idaho wilderness have been all too extensive and exclusive in this newspaper's view. In virtually no other wilderness in the western states are outfitters accorded these kind of caches, which include boarded tent floors, corrals, boxed springs and piped water, and particulary the assumption that the camps are off limits to the public when the outfitters are not using them.

The outfitters need camps to assure non-residents a base camp, particularly for hunting and fishing. But, permanent accommodations and the outfitters' assumption of never-ending exclusive use needs to be eliminated. Wilderness use and regulations should be standard and patterned after other wilderenesses of the West.

Under the McClure-Andrus proposal, outfitters would be allowed to continue development of camp fixtures and exclusive use practices.

We would expect that as there is more public use of the Frank Church wilderness, people would demand those exclusive practices be stopped.

There is no valid reason for the overriding language to be in the McClure-Andrus bill in the first place, other than to appease the outfitters and guides. It is a concession to a special interest group, and obviously not in the public's interest. The public should have access to any campground in the wilderness when not occupied by an outfitter or someone else. Guides should be able to reserve campsites and spring sites only for the time they actually intend to use them. They certainly have no right to post them, giving the impression they are private property.

Other language in the McClure-Andrus bill would also allow vehicle use to continue on grazing allotments, use of aircraft landing strips, and overrides any law that may give or imply reservation of water or water rights for any purpose in the wilderness. Congress should not stand for a wilderness law that overrides any wilderness, land, air or endangered species law it has crafted over the years.

* * *

Unsportsmanlike to shoot game over salt licks, bait

While the wilderness use review is under way, it should also include outfitters' practice of using salt licks to bait big game for hunters in the Frank Church River of No Return Wilderness, and elsewhere across Idaho. The Idaho Fish and Game Department should join that study and stop the practice. Wyoming, we understand, also allows salt baiting of big game.

Bait hunting is plainly a target-shooting type of hunting and unsportsmanlike. Actually, the practice is illegal in Idaho, according to the Idaho attorney general, but legislation is needed because the Idaho Fish and Game Department has a different intrepratation and doesn't enforce the law. The department has been condoning it in the absence of any kind of realistic effort to enforce it. The department claims it isn't a problem. Even if it isn't, it is unethical.

The only legal bait hunting now in Idaho is for bear hunting, according to the attorney general's office. It also should be eliminated. The practice smells. Picture an emaciated black bear coming out of hibernation in the spring. Picture a hunter waiting in a tree stand for the bear to come to bait. Bang. It is kind of like a dart game in an English pub. The beleaguered trophy should be an embarassment instead of an honored display for this kind of hunting.

In 1985, the Idaho Fish and Game Department announced that it was planning to fine-tune the black bear management program with a five-year study. A news release from the game department stated that in the next five years, biologists will try "to learn more about the species and how to better serve a variety of user group interest." However, the same news release stated that the department's draft management plan for 1986-1990 "emphasizes that the different methods of hunting will be continued."

When the same news release, however, pointed out that a recent survey by outfitters and guides indicates that their clients contributed more than $1 million annually to the Idaho economy while hunting black bear," one gets the impression again that hunting methods will not change. But bait hunting should definitely be eliminated and hound hunting should be carefully reviewed.

What spawned that the start of the five-year study of black bears in 1986? The answer is repeated in reports and warnings that the black bear population was dropping to dangerously low counts in Idaho.

Almost as bad is the treeing of cougar, and then shooting the "prize" out of the tree. Granted, it is difficult to hunt mountain lions any other way, but it is hardly an exercise in sportsmanship. Some wonder if tree-hunting should be reserved for numbers-control only, when populations exceed habitat by a gross margin.

Permanent caches, salt licks or bait hunting don't belong in the wilderness ... or anywhere else for that matter. And specific legislation delineating an enforcement responsibility is needed from the Idaho Legislature.

The Post-Register, Idaho Falls, Idaho, Sunday, February 7, 1988 F-3

Outfitters drop suit to keep camp improvements

By ASSOCIATED PRESS

Idaho outfitters have dropped a suit against the U.S. Forest Service in a settlement that could change wilderness policy nationwide.

The Idaho Outfitters and Guides Association agreed to drop the case and remove most of the improvements members have made at camps within the Frank Church-River of No Return Wilderness.

In turn, the agency will set up a task force to re-study whether equipment caches should be allowed in the wilderness — not just in the Frank Church-River of No Return, as the outfitters wanted, but in all designated wilderness.

The task force will visit caches and camps, solicit public opinion, and make a recommendation to Forest Service Chief Dale Robertson, possibly by next fall. Robertson has the option of either upholding the national no-cache policy, amending it, or reversing it.

The lawyer who handled the suit for the Forest Service said the intent is to encompass similar concerns in other areas and does not represent capitulation on the agency's part.

"It's not backing down. The government is periodically wise enough to decide that some previous decisions should be reconsidered," said assistant U.S. Attorney Jeff Ring in Boise. "I think the Forest Service deserves compliments for that, not criticism."

The outfitters' lawyer has long contended the Idaho controversy held little meaning for the rest of the country and reaffirmed his belief that the task force review should only apply to the specific Idaho wilderness.

"The only issue is the Frank Church-River of No Return," said Boise-area lawyer Richard Linville. "The litigation involved no other wilderness areas."

Caches in wilderness have long been forbidden and have been banned in some areas such as Montana's Bob Marshall since the 1964 Wilderness Act.

In some areas designated later, such as the Absaroka-Beartooth in 1978, outfitters protested, appealed, lost, and were ordered to phase out their caches.

The Frank Church-River of No Return, formally designated as wilderness in 1980, is the last to remain unsettled. Its 1985 management plan ordered outfitters to remove improvements such as spring boxes and piped water and to phase out equipment caches.

The Idaho outfitters' association appealed through to various levels of the Forest Service and was rejected at each step. The outfitters later filed suit in U.S. District Court in Boise.

The Idaho congressional delegation has promised to legalize caches by virtue of a grandfather clause in immine[redacted] whose petition to intervene against th[redacted] district judge, d[redacted] because his [redacted] denied there was no public representative in the settlement negotiations.

Opinions

Robb Brady,
editor and publisher

James Howard,
editorial page editor

A-4 The Post-Register, Idaho Falls, Tuesday, October 13, 1987

Post-Register opinion

Outfitters' appeal should also have public review

In its appeal of the U.S. Forest Service's order to remove equipment caches from the Frank Church River of No Return Wilderness, the Idaho Outfitters and Guides Association contends caching is a historical practice that should be allowed to continue.

That makes about as much sense as grandfathering the use of motorcycles in the White Clouds if that area is designated wilderness, or chainsaws in the Mallard-Larkins.

It has been reported the Forest Service has proposed an out-of-court settlement of the outfitters' appeal but declines to confirm what it is. That isn't acceptable. The public has a right to know what the settlement offer is and review it before it becomes final.

The outfitters also claim it would cause trail damage if they had to removed their camps in late November after the hunting season, another weak argument. In their appeal, the outfitters don't mention the real issues — the permanent structures they build, like cabins, tent floors and frames, hitchracks, corrals, boxes over springs, water pipes to their structures, automatic stock waterers, and equipment caches, none of which are compatible with wilderness concepts. Nor do they remind people they want several of these camps, some as many as 10 base and spike camps per outfitter, and in addition exclusive use for a very minimum fee. These privileges are offered no other wilderness user for any amount of fee.

In addition, the appeal doesn't mention some outfitters allow livestock to overgraze at their exclusive campsites or that they bait big game with salt licks.

Since they claim restrictive use rights and don't allow anybody else in these camps, even posting them when unoccupied to give an appearance of private ownership, the outfitters get exclusive use of the relatively few good, level campsites and potable water sources in the wilderness.

The Forest Service, after full public review and hearings where concerns were voiced by both sides, adopted a management plan for the outfitters that was acceptable to other wilderness users. Over time, the camps and caches would be phased out. In the end, the hobo camps would be gone and water sources open for all wilderness users. Sites could become available for use by others when not reserved, as they should be.

With modern equipment that is lighter, more efficient and durable, the outfitters can and should pack their gear in and out just like other wilderness users. That way, outfitters' clients could be offered an authentic wilderess experience. Modern livestock grazing practices don't necessitate corrals and hitchracks inside the wilderness.

Management plans should be consistent in all wildernesses. They should be as new as the wilderness concept itself and include the most modern outdoor practices, not those of yesteryear that created the need for wilderness designation in the first place.

The purpose of wilderness is equal use of public lands on equal terms for everybody and for preservation of the water and wildlife resources, not exclusive exploitation by one special interest group.

Outfitting and guide service in wilderness areas is essential to the public. Outfitters do need a reservation system for campsites. But other wilderness users should also have reservation rights at the spring sites when outfitters don't use them.

Not all outfitters operating in the Frank Church use these contrary practices and abuse their privileges. Certainly some are the best examples of campers, hunters and wilderness users and are willing to share camping and hunting territory.

The Forest Service should maintain its management plan adopted in 1986 that bans permanent camps and caches, and certainly it should not settle the appeal out of court without public review. It didn't adopt the plan without public review and it shouldn't change it without public scrutiny. Caches and permanent structures, except for Forest Service administrative purposes, aren't allowed outfitters in other designated wildernesses, and they shouldn't be in the Frank Church either.

Regional

The Post-Register, Idaho Falls, Idaho, September 2, 1987 A-5

Critics condemn Idaho outfitters' suit

HAMILTON, Mont. (AP) — Critics say a suit by the Idaho Guides and Outfitters Association against the Forest Service could threaten the sanctity of wilderness areas across the nation.

The suit seeks to retain permanent camps and caches of outfitters in an Idaho wilderness.

"What they're asking for is the right to occupy the wilderness to the exclusion of all other people," said Stevensville resident Bill Worf. "It would have to apply to wilderness across the nation."

The association's suit, filed in U.S. District Court at Boise in early August, is another step in the organization's battle with federal authorities over members' hunting camps in the Frank Church-River of No Return Wilderness.

Outfitters were permitted to make permanent camps with improvements such as corrals, spring boxes and piped water, and leave equipment year-round when the area on both sides of the Salmon River was a primitive area.

In 1980, Congress designated it wilderness, and a Forest Service management plan adopted in 1986 banned permanent camps and caches.

The association appealed the plan, but its arguments were rejected by the then-chief of the Forest Service, Max Peterson, in August 1986.

The group filed suit on most of the same points.

Executive director Grant Simonds said Tuesday that Idaho outfitters add $38 million to the state's economy, the wilderness is the largest in the lower 48 and the camps and caches are especially important to outfitters who don't operate from bases on private inholdings or on leased state land.

Richard Linville, the group's lawyer, said federal law specifically allows improvements for stock grazing in wilderness, and the group wants no more than the status quo.

"The outfitters aren't asking for anymore than they already have," he said. "No one is going to go in there and put in something that hasn't been there for years, or in some cases, generations."

Although Linville calls it unjustified, critics claim the suit could open all wilderness to the demands of special interests.

"It lowers the standards for not only guides and outfitters, but for everybody else that wants to do something in the wilderness," Worf said. "I think there's some principles here that can't be sacrificed."

Worf retired in 1981 as Region 1's director of recreation, wilderness and lands. He was an intervenor in the Idaho outfitters' appeals, and opposed the group's position.

Montana wilderness management forbids permanent camps, a stance underscored in a July 1981 memo from then-Regional Forester Tom Coston.

The memo to forest supervisors throughout the region said outfitters may pack in what they need, but must pack it out at season's end. It did allow a phase-out period of up to 10 years for cumbersome gear in established use.

Forum

The Post-Register, Idaho Falls, Idaho, Sunday, June 21, 1987 **A-5**

In response

Exclusive wilderness use by outfitters unjustified

Bob Sherwood's article "Outfitters important part of state's economy" (The Post-Register Outdoors section, May 24, 1987) was his response to my guest opinion "Idaho outfitters concessions termed 'commercialization'" (The Post-Register Forum section, May 10, 1987).

Giving all of Idaho's non-resident big game tags to the commercial outfitters for resale, as advocated by Sherwood, will not resolve Idaho's economic problems. It's doubtful if, as Sherwood said, outfitted hunters really contribute more to the state's economy than the non-outfitted hunters.

Sherwood's implication that most backcountry wilderness users hire outfitters is not correct. The Forest Service has reported that only 30 percent use the services of the commercial outfitters in the Frank Church—River of No Return Wilderness.

I resent Sherwood's biased opinion that outfitted hunters "do not litter or get careless of property rights or misbehave in a fashion of a great number of unguided non-residents and residents." As the former owner of Bell Mountain Outfitters and as a former employee of the Fish and Game Department, Sherwood should know that the Forest Service reviews each wilderness outfitter's performance on an annual basis. A "searching scrutiny," to use Sherwood's words, of last year's reports would h[redacted] tering, [redacted] covering of springs and [redacted]esirable activities by the commercial outfitters and their clients. Not all outfitters misbehave. Some Idaho residents do litter, but there aren't the great number claimed by Sherwood.

I have contended that Idaho's wildlife and wilderness resources are being incrementally commercialized at the expense of the public users. Several examples of this increased commercialization were identified in my May 10 opinion. A more recent example would be the preparation of a regulation by the Fish and Game Commissioners to auction Idaho's big game tags to highest bidders. I also questioned the ethical standard of allowing commercial outfitters to bait Idaho's big game with salt licks and the leasing of department wilderness ranches, with exclusive grazing rights, only to the commercial outfitters.

This increased commercialization is being accomplished through the lobbying efforts of special interest groups and by the political appointment of those with obvious conflicts of interest. The retention of Norman Guth, who is a commercial outfitter, as chairman of our Fish and Game Commission and the recent appointment of two commercial outfitters to the Idaho Outfitters and Guide Board, the state agency that is supposed to regulate the outfitter industry, appear to be less than proper. I agree with those who advocate that Idaho's laws should be changed to prohibit the political appointment of those with obvious conflicts of interest to state regulatory boards and commissions.

The increased commercialization of Idaho's wildlife and wilderness resources is not only unnecessary but unfair. Giving exclusive privileges to commercial outfitters and their wealthy out-of-state clients is not justifiable or fair to Idaho residents. The basic needs for me and my horses are exactly the same as the needs for those who hire an outfitter and use his horses. Why are exclusive grazing rights and preferential treatment being given to the commercial outfitters? Shouldn't both groups be treated equally?

For the department and the commission to deny the public users the privileges given to the commercial outfitters and his clients is not defensible and certainly isn't progress.

I intend to continue my discussions with the Idaho attorney general's office regarding the legality of increased commercialization of Idaho's wildlife and wilderness resources.

Howard Spaletta
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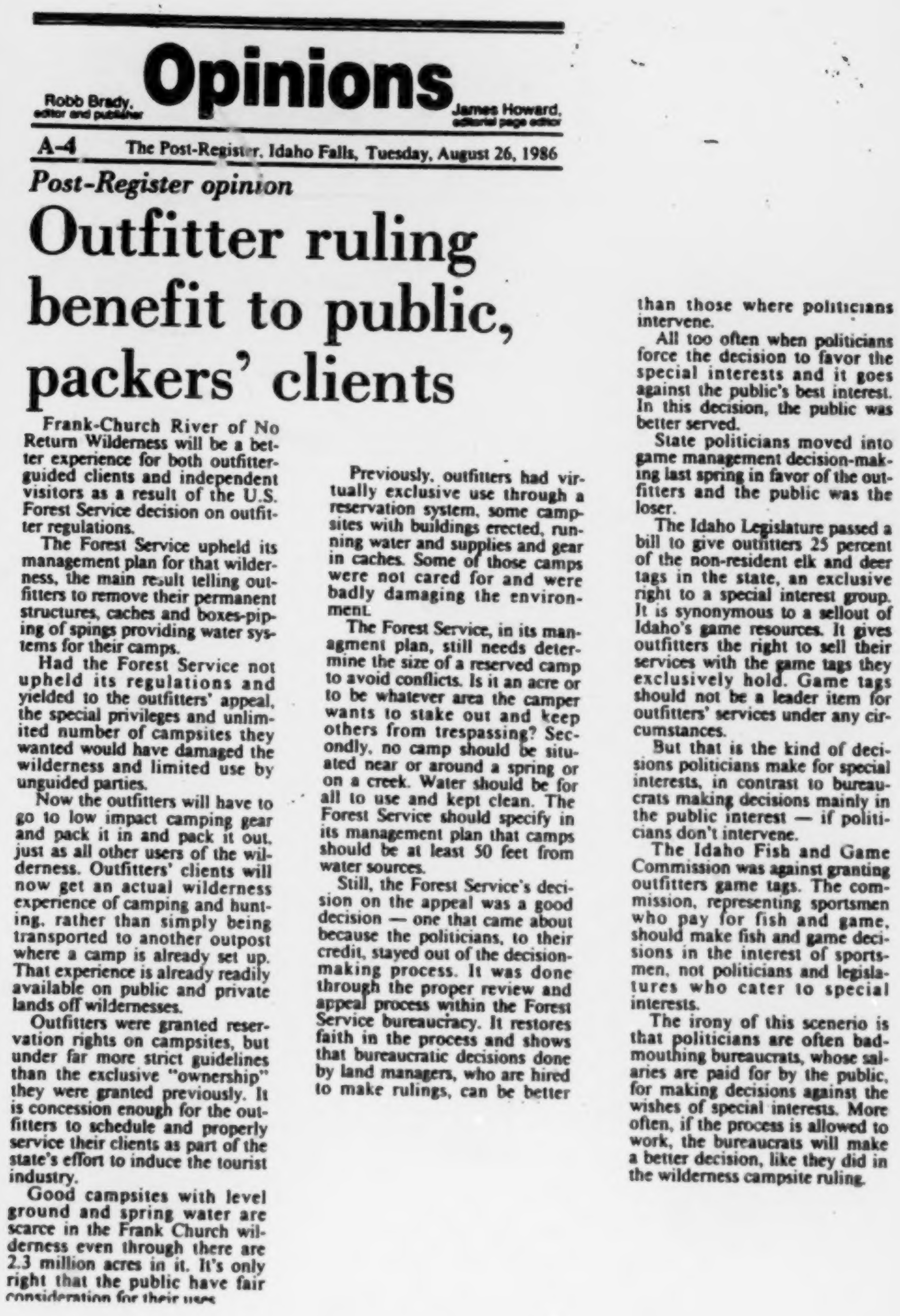
Idaho Falls



Robb Brady, editor and publisher
Opinions
James Howard, editorial page editor

A-4 The Post-Register, Idaho Falls, Tuesday, August 26, 1986

Post-Register opinion

Outfitter ruling benefit to public, packers' clients

Frank-Church River of No Return Wilderness will be a better experience for both outfitter-guided clients and independent visitors as a result of the U.S. Forest Service decision on outfitter regulations.

The Forest Service upheld its management plan for that wilderness, the main result telling outfitters to remove their permanent structures, caches and boxes-piping of spings providing water systems for their camps.

Had the Forest Service not upheld its regulations and yielded to the outfitters' appeal, the special privileges and unlimited number of campsites they wanted would have damaged the wilderness and limited use by unguided parties.

Now the outfitters will have to go to low impact camping gear and pack it in and pack it out, just as all other users of the wilderness. Outfitters' clients will now get an actual wilderness experience of camping and hunting, rather than simply being transported to another outpost where a camp is already set up. That experience is already readily available on public and private lands off wildernesses.

Outfitters were granted reservation rights on campsites, but under far more strict guidelines than the exclusive "ownership" they were granted previously. It is concession enough for the outfitters to schedule and properly service their clients as part of the state's effort to induce the tourist industry.

Good campsites with level ground and spring water are scarce in the Frank Church wilderness even through there are 2.3 million acres in it. It's only right that the public have fair consideration for their uses.

Previously, outfitters had virtually exclusive use through a reservation system, some campsites with buildings erected, running water and supplies and gear in caches. Some of those camps were not cared for and were badly damaging the environment.

The Forest Service, in its managment plan, still needs determine the size of a reserved camp to avoid conflicts. Is it an acre or to be whatever area the camper wants to stake out and keep others from trespassing? Secondly, no camp should be situated near or around a spring or on a creek. Water should be for all to use and kept clean. The Forest Service should specify in its management plan that camps should be at least 50 feet from water sources.

Still, the Forest Service's decision on the appeal was a good decision — one that came about because the politicians, to their credit, stayed out of the decision-making process. It was done through the proper review and appeal process within the Forest Service bureaucracy. It restores faith in the process and shows that bureaucratic decisions done by land managers, who are hired to make rulings, can be better than those where politicians intervene.

All too often when politicians force the decision to favor the special interests and it goes against the public's best interest. In this decision, the public was better served.

State politicians moved into game management decision-making last spring in favor of the outfitters and the public was the loser.

The Idaho Legislature passed a bill to give outfitters 25 percent of the non-resident elk and deer tags in the state, an exclusive right to a special interest group. It is synonymous to a sellout of Idaho's game resources. It gives outfitters the right to sell their services with the game tags they exclusively hold. Game tags should not be a leader item for outfitters' services under any circumstances.

But that is the kind of decisions politicians make for special interests, in contrast to bureaucrats making decisions mainly in the public interest — if politicians don't intervene.

The Idaho Fish and Game Commission was against granting outfitters game tags. The commission, representing sportsmen who pay for fish and game, should make fish and game decisions in the interest of sportsmen, not politicians and legislatures who cater to special interests.

The irony of this scenerio is that politicians are often bad-mouthing bureaucrats, whose salaries are paid for by the public, for making decisions against the wishes of special interests. More often, if the process is allowed to work, the bureaucrats will make a better decision, like they did in the wilderness campsite ruling.

Forum

The Post-Register, Idaho Falls, Idaho, Sunday, April 13, 1986 A-5

In response

Why special privileges for commercial outfitters?

Bob Sherwood, outdoor writer, big game biologist, wildlife consultant, Idaho Fish and Game employee, and until recently owner of the Bell Mountain Outfitters, is now assuming the position of problem solver and referee in the present disagreement between the public wilderness users and the commercial outfitters. (Reference to the Post-Register column by Sherwood on March 30 in the Outdoor section.)

In a previous Post-Register article, Sherwood extolled the virtues of the commercial outfitters and advanced giving our big game tags directly to them (Sherwood's column on Nov. 3, 1985).

The state legislators and our governor in their infinite wisdom have agreed with Sherwood and given the outfitters the tags, an unwarranted priviledge which will supposedly enable this special interest group to coax wealthy non-resident hunters into using their high-priced services. It is difficult for me to consider Sherwood as being impartial in the outfitter issue.

Now that Sherwood's cronies have their tags, I'm sure they would allow him, rather than the outfitters' association's attorney, Richard Linville, to represent the Idaho Outfitters and Guides Association in their appeal of the Forest Service's management plan for our Frank Church—River of No Return Wilderness.

I cannot argue with Sherwood's contention that he can make more sense with fewer words than the outfitters' attorney. As described in Sherwood's most recent article, his plan would require the Forest Service to treat the public users and the commercial outfitters as equals in the allotment of backcountry campsites. Sherwood would also eliminate all permanent campsites and the public would be provided access to the better campsites. The equal treatment principle has been and is being successfully used for the allotment of campsites along the Salmon River, so why not apply this same concept to the backcountry campsites? Good ideas, Sherwood. I recommend that you proceed and implement your plan by:

- Discussing its merits with Sens. Symms and McClure and obtain their concurrance and support;
- Since the appeal has been elevated to Washington, D.C., for resolution, you should present your plan to Forest Service chief Petersen during the outfitter's verbal presentation, which will probably occur next month;
- If you aren't successful in these endeavors, you should initiate litigation in the Federal courts.

Outdoor writer Sherwood is wrong to conclude that the public has no right to complain because it is not paying fees for using wilderness campsites. The public pays taxes, thereby providing the funds for the Forest Service to develop and oversee a fair management plan for all wilderness users. Besides, the public is specifically prohibited from reserving wilderness back country campsites. Only the commercial outfitters have that privilege.

Aside from these exceptions, Sherwood's plan is generally good, and I encourage him to heed my recommendations and to intensify his efforts so that his plan can be implemented by the Forest Service. To do no more than collect a fee for an article of "less than 1,000 words" is to be paid for lip service, and to assume that someone else will advance his plan is to presume he is owed the proverbial "free lunch."

I expect to see Sherwood in Washington next month prsenting his case in "stentorian terms" — to us his words. (I said all this in some 500 words.)

Howard Spaletta
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Idaho Falls

Forum

The Post-Register, Idaho Falls, Idaho, Sunday, March 2, 1986 A-5

Outfitters don't need more camps in wilderness

This letter is my reply to packer Charlie Thompson's (2-2-86) and attorney Richard Linville's (2-16-86) lengthy responses to The Post-Register Opinion "Don't give paid outfitters exclusive use of wilderness" (1-19-86).

In response

Thompson believes that The Post-Register opinion was "ludicrous" and that "nothing good will come from sensationalizing this issue and polarizing the two users groups." Linville thinks that "the editorial was a shallow and blatant misinterpretation of the regulations at issue in the appeal of the Wilderness Management Plan . . ."

I believe The Post-Register editorial accurately described the present condition of and the public's opinion on the management of our wilderness area.

The Forest Service manages our wilderness and is responsible for a plan that will satisfy both the public and the commercial users' requirements.

Bill Worf, a retired forest ranger from Stevensville, Mont., is also involved as an affected third party in this appeal. Worf and I became involved because we felt that the public users were not being represented. Neither Worf nor myself are professional negotiators, we lack the financial incentives the association and their lawyer have, and we have limited talent, time and resources to contribute. In order to correct this deficiency, I have requested that our elected officials represent the public during the appeal procedures that will be taking place in Washington. Unfortunately, the association has requested that those same officials intervene in their behalf. People in the public sector need to come forward with their views also and write the Salmon Forest ranger and their elected officials.

The commercial outfitters have objected to the parts of the Forest Service plan that: (1) limits each outfitter to a maximum of five back country campsites, (2) limits the maximum length of time an outfitter can "tie-up" unoccupied campsites with tents, temporary corrals and unused equipment to 15 consecutive days before use and 10 consecutive days after use and (3) requires removal of permanent structures, storage facilities, and corrals from back country camping sites.

Outfitters contend that the requirement to remove their equipment, corrals and structures from unused or unoccupied campsites would infringe on their traditional and historical rights and to limit the number of campsites allowed each outfitter would deprive them of their property without due process of law.

During this appeal the outfitters have exaggerated their importance on Idaho's economy, the fees they actually pay for the exclusive use of back country camping sites, the equipment and facilities necessary for their safety, and the number of camps they actually use or need. The outfitters pay $100 a year for reserved exclusive use camping sites, nothing for use of unreserved sites and a three percent user fee is paid for the commercial use of our wilderness. Neither the public nor the outfitters need permanent structures, storage facilities, tables, stools, bunks and permanent corrals for their or their clients' safety in the back country. The public has been excluded from back country camping sites when commercial outfitters place unoccupied tents, permanent structures, storage facilities, and corrals around the only springs or source of water for considerable distance.

Linville contends that dismantling and removal of structures and equipment from unused or unoccupied campsites would be prohibitively expensive, impractical, unjustified and sometimes totally impossible. Many of these "exclusive use" camping sites are seldom used by the outfitters. The facilities, and equipment stored at these sites are not required for the commercial outfitter's daily business but are being used by the outfitters to perpetuate their exclusive "ownership" of these sites. These "exclusive use" sites are the outfitters' most valued asset when selling his licensed business and if the public is allowed access to "their" string of unoccupied camping sites the inflated resale value of the commercial outfitters' business will be less.

I do not agree with either Linville's or Thompson's contention that there are an unlimited number of good campsites available. Most of this wilderness area is extremely rugged and there are a limited number of flat spots with live water that would qualify as a good campsite. I disagree with Thompson that the defined boundaries for each commercial campsite is one acre. The boundaries have not been defined by the Forest Service and each outfitter has a different idea on what his boundaries are. One wilderness outfitter advertises hunter success ratios in his block of 256,000 acres in his corner of our wilderness area.

I have found that when some commercial outfitters camps are viewed first hand, there is little evidence that they are concerned with preserving and protecting our wilderness. However, as Thompson pointed out both the public users and commercial outfitters have their slobs.

If Linville was to enter our wilderness back country, he would find, as I and others recently have, that present regulations are not working and the public has been and is being excluded from campsites. The overnight holding pens at the trailheads are overloaded with outfitters' stock. It's obvious that these pens are being used by the outfitters as their permanent corrals.

Outfitters are camped at unauthorized locations; some of the camps that were reserved for the exclusive use of the outfitters aren't used at all; some public campsites, not authorized for use by the outfitter, are posted for the exclusive use of the outfitters; and, if Linville was able to find a campsite, chances are an outfitter would show up and tie up a dozen head of stock around his camp. Linville's proposal to add more unenforceable and vague conditions to the present regulations will not resolve these problems. A campsite reservation system for the public probably isn't desired or necessary as Linville said, although some public members would like the priviledge of being able to reserve a camp site if he chose to do so.

Thompson says: "Outfitters need to reserve camps in preparation for the hunting season. They pack in horse feed, set up adequate camp facilities to protect themselves in inclement weather, and book clients up to a year in advance." I pack in horse feed. I pitch a tent to protect myself from the weather and I, too, would like to plan my trips.

Linville was also wrong when he said: "It should also be noted that during the winter, there are generally no other wilderness visitors who may be offended by the existence of an outfitter's base camp or cache." My discussion with Idaho Fish and Game Department representatives indicate that there are as many and probably more members of the public using our wilderness area during all seasons than outfitters. I took several trips into the wilderness last winter and spring and the only outfitted parties I saw were those who were bear hunting from high speed jet boats.

Outfitters vie with each other to see how plush they can make their camps and how fancy the meals can get. They believe this is necessary to attract the wealthy client. In my personal opinion, many clients would be happier if they were simply shown how to do it themselves. Those who would not don't belong in the wilderness. They should go to a mountain lodge.

Both Worf and myself had considerable sympathy for the outfitters when we entered this appeal. After all the meetings, briefs, letters, and negotiations it has become clear that the outfitters were determined to push their own special interest without regard for the good of the general public. I am rapidly losing my patience and sympathy for many of the outfitters involved in this appeal.

Since the public has been and is excluded from the Forest Service's campsite reservation system, it is reasonable for the Forest Service to limit the number of commercial campsites and to allow the public to use those campsites that are not actually occupied by the commercial outfitters as outlined in the original management plan.

I believe that a compromise that accepts a maximum number of five campsites allowed each outfitter would be acceptable to the public provided: all campsites are located a minimum of 200 feet from water sources (including springs); special use permits and fees be required for each campsite used for commercial purposes; Forest Service regulations that prohibit storage facilities, permanent corrals, and permanent structures at any camp be approved and strictly enforced; unoccupied tents and structures, corrals and all equipment be dismantled and immediately removed when campsites are unoccupied for more than two days; and prior authorization by the Forest Service is required for campsites used for commercial purposes.

If this compromise is not acceptable to the outfitter or his association then the Forest Service should deregulate the outfitter industry as suggested by The Post-Register. The campsites would then be opened to all on a limited-time, first-come, first-serve basis.

Linville's outfitters would then be able to use those "thousands of good campsites" he envisions, and the public would be provided access to those exclusive use sites that aren't being used or are unoccupied by the commercial outfitters. We don't need more legal fog and vague unenforceable rules that provide unwarranted priviledges to this special interest group as proposed by their attorney.

Howard Spaletta
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Idaho Falls

Letters

Idaho outfitters want exclusive privileges

Editor, The Post-Register:

As a recreational geologist and prospector, I am following "the outfitter" issue with interest. Lawyer Linville's protracted diatribe tended to obscure the issues more than clarify them. Perhaps if he had to type his own letters instead of dictate them, he would have an incentive for clarity and brevity.

It seems that the problem centers on the outfitter's desire to maintain exclusive privileges to use the few prime campsites in the wilderness area. Because of the ruggedness of this region, level areas with spring water are uncommon. I can understand Mr. Spaletta's distress when, with nightfall approaching, he finds a good unoccupied campsite declared off-limits by a commercial outfitter with the apparent blessing of the Forest Service.

Mr. Linville did not make it clear why the campsite requirements of a person who hires a high-priced outfitter are different from someone who does not. It would seem that regulations could permit an outfitter to reserve a campsite for two week's occupancy and not grant him squatter's rights which seem to allow construction of shacks, fences, piping for water, etc., in what is supposed to be wilderness. Mr. Linville seems to demand unrealistic privileges so that certain persons can earn income from public lands.

G.A. Reimann
1775 Avalon St.
Idaho Falls

Letters

(EDITOR'S NOTE: Post-Register letters must be 300 words or less and must not contain personal attacks or libelous comments, or advocate or criticize a particular religion's dogma. They must be signed and the full street address or route number used. Non-acceptable letters are letters of thanks, letters endorsing a candidate without discussing a relevant issue, and several letters on the same topic by the same writer. Editors reserve editing rights.)

Outfitters keep public from best campsites

Editor, The Post-Register:

I have followed the Idaho Outfitters and Guides Association's appeal of the Forest Service Management Plan for the Frank Church River of No Return Wilderness with considerable interest and amusement.

I have camped in this wilderness area yearly for over 20 years and I can assure Attorney Richard Linville (Post-Register guest opinion Feb. 16) that the outfitters are excluding the public from the best campsites.

The best part of Linville's rebuttal to the editorial (Post-Register Jan. 19) that accurately described the present conditions in our wilderness was where he accuses The Post-Register of "a shallow and blatant misrepresentation of the regulations at issue."

Attorney Linville then very carefully avoided discussing those issues. Instead, we got Attorney Linville's lengthy viewpont on various subjects that included loggers, mines, ranchers, the trucking industry, and the economic condition of the state of Idaho, to name a few.

Mr. Linville's clients may be happy enough to leave the present system in place, but I, and most public users, are not. It's time to limit the number of commercial campsites, to remove structures, permanent corrals and caches, allowing public access to unoccupied areas, as proposed by our Forest Service.

If Attorney Linville's outfitters don't want to share the unoccupied campsites with the public then let's go to the limited-time, first-come, first-serve system as proposed by The Post-Register. Attorney Linville missed the limited-time part or he wouldn't be saying that if this happens then "The commercial outfitters would undoubtedly and repeatedly utilize the best campsites time after time," which, I might add, they are doing today.

If the outfitters continue to abuse the system at the expense of the public users, our Forest Service can and will regulate not only the outfitter campsite locations, but their conduct as well.

Bill Kelly
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Idaho Falls

BEST AVAILABLE COPY

Forum

The Post-Register, Idaho Falls, Sunday, February 16, 1986 A-5

In Salmon wilderness

Outfitters wouldn't exclude public from campsites

Editor, The Post-Register:

Judging from the comments set forth in The Post-Register opinion published Jan. 19, 1986, it appears that your editorial staff believes that Idaho outfitters and guides are engaged in an effort to exclude the non-outfitted public from access to the Frank Church — River of No Return Wilderness Area.

In response

The editorial was a shallow and blatant misinterpretation of the regulations at issue in the appeal of the Wilderness Management Plan, and will likely fuel an unnecessary and unproductive controversy between commercial outfitters and other members of the public who utilize the wilderness area for recreational purposes.

Commercial outfitters are subjected to extensive regulation by various state and federal agencies responsible for game and land management. Outfitters offer a private service conducted on public lands, similar to hundreds of other recreational operations located on public lands such as ski hills, hotels and marinas. In addition to licenses, fees, insurance and permit requirements, outfitters pay to the various public agencies a percentage of their gross income for the privilege of conducting their business on public lands.

The service provided by commercial outfitters allows access to the rugged Idaho backcountry by individuals who would otherwise be unable to enjoy these public lands. Outfitters took thousands of individuals into the Frank Church River of No Return Wilderness Area during 1985. For most of these guests, their trip was a once-in-a-lifetime experience made safe and enjoyable by a well-equipped and experienced outfitter.

In order to maintain the high quality outdoor experience available to wilderness visitors, the Forest Service and the Idaho Outfitters and Guides Association are engaged in a continual process of creating, modifying and extending regulations of commercial activity within the wilderness area. Each outfitter must annually file an operating plan that sets forth the nature and extent of his hunting operation. Forest Service regulations require the outfitters to identify campsites they will use in their operations, as well as seasons of use. The commercial outfitter is then committed to working out of specific base camps during specific times of the year.

This system benefits the outfitter, the Forest Service and the public. The outfitter knows that he will have a suitable site to use as a base camp for his guests. The Forest Service is able to regulate the outfitter's camp placement and camp facilities in order to minimize resource damage from livestock and human impact, as well as minimize any conflict with other wilderness visitors. The public, if desired, can learn of the outfitter's location from the District Ranger's Office and avoid any contact whatsoever with the outfitter or his guests.

Avoidance of exposure to commercial outfitters and their guests has been one of the primary concerns of Mr. Howard Spaletta of Idaho Falls, who has intervened in the administrative appeal of the Management Plan. Mr. Spaletta has stated in a letter to the Forest Service regarding this problem that "I personally feel that I can avoid outfitters' occupied camps provided I know their location and their number." The only way Mr. Spaletta's concerns can be addressed is by requiring outfitters to identify the locations in which they will be camping. This would prove quite difficult if the outfitter was required to move his packstring into the wilderness and locate a free spot to camp before filing his operating plan with the Forest Service.

The reservation system for commercial outfitters does provide for exclusive use of certain campsites, but by doing so, it allows recreational users like Mr. Spaletta to avoid the commercial operations if they so desire. Commercial outfitters have no similar means of checking Mr. Spaletta's itinerary to save their guests from undesirable contact with him at his campsite.

The two alternative proposals to the current system that were suggested in your editorial would both result in a reduction of the quality of the outdoor experience available within the wilderness area to the outfitted and the non-outfitted public, alike. Your first suggestion was that not only commercial outfitters, but all recreational users should have the right to reserve campsites within the wilderness area.

This is not an unusual situation. In more heavily populated areas, the requirement of reservations and permits for any excursion into a wilderness area are common. Use pressures are so great that a reservation and permit must be obtained far in advance for even an overnight excursion. Reservations and payment of $100 per reserved camp is not a privilege available at the discretion of the outfitter, but a requirement imposed on outfitters by the Forest Service.

Is this a system that we want to establish for all users of the River of No Return Wilderness? Do the people of Idaho desire that the Forest Service require them to file an itinerary weeks or months prior to a backpacking trip, pay a fee, and obtain a permit and reservation specifying the campsites that may be used?

Perhaps Mr. Spaletta would enjoy and appreciate such a system, but I believe the great majority of wilderness visitors prefer the spontaneity and freedom of choosing any route or campsite they desire, and altering their plans during the course of their vacation whenever they please.

The river of No Return Wilderness is a vast area with thousands of good campsites, and individual itinerary control is not now necessary or desirable. If the level of public use requires that a campsite reservation system for all users be required within the River of No Return Wilderness, I have no doubt that the Forest Service will institute such procedures as they have in other areas closer to large population centers.

The second proposal in your editorial is that "Campsites should be open to all on a limited-time, first come, first serve basis." This would in essence involve "de-regulation" of the outfitting industry operating within the boundaries of the wilderness area.

The first come, first serve approach would most assuredly result in significant conflicts between outfitted and non-outfitted wilderness visitors. Commercial outfitters frequent the wilderness area throughout the year, and would undoubtedly and repeatedly utilize the best campsites time after time. The non-outfitted public would have no idea where the outfitters' packstrings and guests were located. Most importantly, the Forest Service would have no basis upon which to regulate outfitter campsite locations, and could not, therefore, manage the impact of humans and livestock on the natural resource.

Your charge that outfitters are tempting to exclude the public from use of campsites, corrals and "possibly even whole drainages in the Salmon River Wilderness" is unfounded and ridiculous. The more the public uses and enjoys the wilderness area, the more demand there is for the services outfitters provide, and the better the outfitters' business becomes. Outfitters have no interest or desire to exclude anyone from access to the wilderness area.

Idaho is blessed with a unique wilderness that provides our residents with unparalleled recreational opportunities as well as a dependable economic resource. A recent economic study indicated that the outfitting business generated over 33 million dollars in Idaho last year. Tourism is now the second largest industry in the State of Idaho, and our backcountry outfitters are a large segment of that industry.

Commercial outfitters are the only residents of Idaho whose economic well-being is directly tied to and dependent upon preservation of the state's wilderness and other backcountry areas. No loggers, miners, or ranchers will be found devoting their time and money to cooperative efforts with the Forest Servie aimed at preserving and protecting designated wilderness areas. The Idaho Outfitters and Guides Association, however, has been involved in such activities with the Forest Service since prior to the passage of the Wilderness Act in 1964.

Commercial outfitters and guides generate a positive net economic return to the State of Idaho as a direct result of our wilderness resources. With all of the political hoopla raised in this state about "lockup" of resources in wilderness, it is wise to remember that outfitting is a large, dependable and expanding aspect of the overall Idaho tourist economy. As population pressures increase in other areas of the country, public demand for the type of experience available in the River of No Return Wilderness will continue to grow.

Your editorial was correct in at least one statement. The wilderness is a public resource and it belongs to everyone. Members of the public should be encouraged to visit the wilderness area however they are able, within the confines of regulations set forth by the Forest Service.

Regulations governing wilderness use by outfitters and by the non-outfitted public must be appropriate for the particular user group addressed. Like the trucks rolling down our public highways, outfitters enjoy greater utilization of a public resource than most people, hopefully earn a living on that resource, and are willing to pay substantial fees and subject themselves to rules and regulations not applicable to the general public as part of the price earning their living on public land. The existing system of combined state and federal regulation of outfitting in Idaho does a good job of minimizing conflicts between outfitted and non-outfitted visitors to our wilderness area.

The Idaho Outfitters and Guides Association is happy enough to leave a workable regulatory system in place and not make attempts at enhancement which result in reduced public access to one of our finest natural resources.

Richard K. Linville
Attorney for Idaho
Outfitters and Guides
Association
Boise, Idaho

The Post-Register, Idaho Falls, Idaho, Tuesday, February 11, 1986 A-9

Public must appeal for use of campsites

Editor, The Post-Register:

The Idaho Outfitters and Guides Association has appealed parts of Frank Church-River of No Return management plan that normally limits each commercial outfitter to reserve up to five back-country camping sites, and requires the outfitters to dismantle and remove their structures, equipment and storage facilities during periods of non-use. The association claims that to limit the number of campsites would deprive them of their property and to require them to remove their equipment would infringe on their traditional and historical rights.

The association has also requested that Idaho's elected officials intervene on their behalf. Since the public has not been involved in the apppeal, I have officially entered into the appeal process, as an affected third party, and believe the following compromise is reasonable:

A maximum of five campsites allowed each outfitter is acceptable provided: All campsites are located a minimum of 200 feet from water sources including springs; special use permits and fees be required for each campsite used for commercial purposes; Forest Service regulations that prohibit storage facilities, permanent corrals and permanent structures at any camp be approved and strictly enforced; unoccupied tents and structures, corrals and all equipment be dismantled and immediately removed when campsites are unoccupied for more than two days; and prior authorization by the Forest Service shall be required for campsites used for commercial purposes.

As stated in the Jan. 19 Post-Register editorial I need help to insure that public users are not excluded from all wilderness back country campsites. If you believe that the public should have access to unoccupied camping sites and each commercial outfitter should be limited in the number of camping sites he can reserve, please write me a short letter. I will enter your letter into the Forest Service's record and forward your letter to our elected officials.

Howard Spaletta
475 Amy Lane
Idaho Falls

Robb Brady, editor and publisher
Opinions
James Howard, editorial page editor

A-4 The Post-Register, Idaho Falls, Idaho, Sunday, January 19, 1986

Post-Register opinion

Don't give paid outfitters exclusive use of wilderness

Outfitters have run into a one-man stumbling block in their attempt to gain exclusive use of the Frank Church River of No Return Wilderness. The stumbling block could use some help.

Following a Post-Register editorial written last May, Howard Spaletta of Idaho Falls, a recreational packer, realized U.S. Forest Service proposals were in jeopardy when the Idaho Outfitters' and Guides' Association filed protests.

The exclusive operational guidelines licensed outfitters want for themselves in the plan would be unfair to the public.

So far, Spaletta has been the lone person bartering with the Forest Service and holding off commercial outfitters in the writing of outfitter guidelines for the Salmon River wilderness management plan.

He has managed to push the final decision up to the national level. Four sections of the proposal are being debated.

When the final decision is made, the Forest Service should give those who own the wilderness — the public — a break. They should restrict outdated and abusive practices some outfitters are using to profit from public lands.

If packers get what they want, they will continue to bully the public out of the choice camping-spring sites, corrals and possibly even whole drainages in the Salmon River wilderness.

Central Idaho's wilderness attracts more visitors each year. If commercial guides are given exclusive use of the land and packing rights, confrontations between them and recreational users are assured.

Licensed outfitters can reserve campsites even though they are not using them; can leave permanent facilities; are allowed equipment caches; and can build corrals. Nobody else can do that.

Non-commercial users must pack out what they pack in; can't reserve campsites; and must stay out of campsites with permanent structures or those that are posted by licensed guides, even though they aren't in use.

Outfitters can tie up sites for up to 25 days with a one-day visit. A couple of visits gives them exclusive use for virtually an entire season.

And they have made an even worse proposal — exclusive use of campsites for 15 days before and after a season.

To date, some commercial guides have built shacks on reserved campsites, piped in running water from springs, left stoves and pitched tents at sites permanently, set up unsightly equipment caches and corrals, and allowed stock to overgraze at campsites and stomp corrals into dust bowls.

Live trees are being killed by wires used for holding poles up in crudely fashioned corrals, Spaletta has said.

Not all outfitters have practiced these abuses, but neither has the association controlled those who do. Those who do have worn out their welcome in the wilderness.

Commercial outfits can reserve a whole string of base and spike camps for $100 a year. They want to continue this exclusive practices.

Recreational packers and campers can't reserve a site for one night for a $1,000, let alone a string of campsites for $100 a year.

The Forest Service gave the public and outfitters a fair shake in its proposed management plan — more than commercial outfitters deserve. The Idaho Outfitters and Guides Association objected to the plan because its members were losing their exclusive use permits. The association's controlled licenses and reserved campsites are what make their guiding operations valuable and allows them to be sold for profit. Anybody can put together a pack string and camp equipment, but not everybody can get the licenses and reserve campsites.

The Forest Service proposed a management plan that would require permanent base camps to be dismantled and hauled out of the wilderness when not in use for 15 days or more; prohibited caches; discouraged or prohibited corral; and limited the number of campsites to five per outfitter.

The 88 commercial outfitters 88 licensed looperate in the Frank Church-River of No Return Wilderness want more per guide. They propose that "permittees shall set forth the minimum number of camps necessary for each outfitting operation in the operating plan."

Eighty-eight guides taking exclusive rights to all the campsites they want? How absurd.

To date, the plan does not define boundaries or acreages of the campsites. Not only do outfitters want to tie up camps for their own use, they want no regulations or definitions of use. They say they are too restrictive.

If the Forest Services gives commercial outfitters exclusiveness, thereundoubtedly will be confrontations between individual packers and outfitters for the next ten years the rules are in effect.

Modern, light-weight gear and new methods of "low impact" camping don't require caches, corrals and permanent camps. Every packer should be required to practice "low impact" camping methods being taught now by the better packers.

The Salmon River area wilderness is extremely rugged and there are few level campsites with a source of water, Spaletta has said.

To allow outfitters to hang their shingles on those few campsites and keep out the public is unfair and unnecessary.

In our opinion, Spaletta may be too lenient and may concede too much to the outfitters. He claims, "all I want is a flat spot with a water source to camp." He should also expect a clean campsite with nobody else's permanent structures or caches on it. In his many solo pack trips into the wilderness (seven last year) he says he couldn't use many of those sites, even though they weren't occupied.

Since the Forest Service does little or no patrolling of wilderness, if the outfitters' wishes are met, they will be able prevent others from using or wanting to use the wilderness because they have the campsites tied up.

Campsite maps are outdated and inaccurate. The public has no way of knowing where outfitters' base or satellite campsites are or which ones are in use before going into the wilderness. Outfitters simply use squatters' rights and then post their spots.

What is fair or reasonable about that?

If campsites are open to reservation by commercial guides, recreational users should have the same rights. Size and location of camps should be defined and mapped and limited week-long use, at the most.

If the Forest Service can't patrol or manage a reservation system, campsites should be open to all on a limited-time, first-come, first-served basis.

Spelatta also tells us public transfer camps and corrals at road ends with their first-come, first-served rule are being used as base camps by outfitters. They bring in more horses than there are stalls and leave some there for days. Other users are left to corral horses in trailers overnight. Any party should be limited in number of stalls it can use and for one night at transfer camps.

The wilderness belongs to everybody. Outfitters should have no more right to campsites and springs or corrals than anybody else.

The proposal might even use the same rules as those for boating: pack out what is packed in, and camp on a first-come, first-served basis for a limite time.

The waterways are patrolled and the system works equally for all.

The wilderness is a public resource. Professional guides do not have exclusive rights to it. The 25-year-old rules applied to roadless areas will not stand up in the wilderness.

The traditions need to be changed, just as the land designations, uses and number of users are changing.

If the Idaho Outfitters and Guides Association want to have an in-house reservation system for campsites, hunting areas or whatever else, that's its business. But this exclusive 130-member club has no right to shut out the public from the public lands. Let club members fight among themselves for exclusive territory.

The public owns the wilderness, not the outfitters, and has first rights to it. Certainly shouldn't be shut out by squatters.

A-6 The Post-Register, Idaho Falls, Idaho, Sunday May 26, 1985

Letters

(EDITOR'S NOTE: Post-Register letters must be 300 words or less and must not contain personal attacks or libelous comments, or advocate or criticize a particular religion's dogma. They must be signed and the full street address or route number used. Non-acceptable letters are letters of thanks, letters endorsing a candidate without discussing a relevant issue, and several letters on the same topic by the same writer. Editors reserve editing rights.)

Outfitters' structures should be removed

Editor, the Post-Register:

The following is my letter to the Forest Service regarding the recent article about the Idaho Outfitters and Guides Association's administrative appeal on the Frank Church River of No Return Wilderness plan:

Man-made improvements, other than Forest Service facilities, should be removed. The public does not require the "protection and safety," provided by the outfitters' permanent structures and equipment; that is required by the guides and their clients. The camping areas, where the outfitters claim that it would be "totally impossible" to dismantle, should be identified and the outfitters exclusive-use permits for these areas should not be renewed. Once vacated, the commercial structures should be removed and the camping areas should then be made available to the public.

Non-competitive, recurring, exclusive-use permits for prime camping areas should not be issued to only one select group — the commercial outfitters. At a minimum, these permits should also be made available to the public users.

Commercial outfitters should not be allowed to tie-up camping areas with unoccupied tents and equipment. Vacant, commercial "spike" camps effectively exclude public users from prime camping areas. Unoccupied tents and related equipment should be immediately removed from any unoccupied site in any wilderness camping area.

The responsibility for maintenance of some Forest Service Trails should not be transferred to the commercial outfitters. When the commercial outfitter assumes the maintenance responsibilities, he will also assume that the trails he maintains are "his" trails.

The noncommercial wilderness user has not been as vocal as the commercial outfitter or his association, because the public user does not have the financial incentives of the commercial outfitter. However, recent attempts by this special interest group and their association to increase the commercialization of our wilderness area has increased public awareness and the noncommercial user is becoming more actively involved.

Howard W. Spaletta
475 Amy Lane
Idaho Falls

Opinions

Robb Brady,
editor and publisher

James Howard,
editorial page editor

8 The Post-Register, Idaho Falls, Idaho, Tuesday, May 14, 1985

Post-Register opinion

Proposed outfitter rules in wilderness not out of reason

The Frank Church — River of No Return Wilderness management plan draft statement states, "Outfitting and guide operations are intended to provide the public with the equipment, services and skills that non-outfitting wilderness visitors provide for themselves."

That does not include excessive permanent base camps and storage facilities, especially those that are old, distracting and not concealed.

Outfitters are objecting to the new regulations to dismantle camps saying they are not justified, would be too costly or are simply impossible.

The new regulations do not appear so restrictive that outfitters could not comply. Outfitters should be limited in the number of camps they can maintain and required to eliminate excessive facilities and upgrade those they are permitted to maintain in the 2.3 million acre wilderness.

It is not a total removal of all facilities, even though it would be a rather severe reduction for some operations. Each would be ed to three spike camps, one ster and/or base camp and sting caches would be phased out at the rate of one per year. Permanent hitchracks and/or corrals can still be authorized under certain circumstances, and outfitters can still reserve their sites.

There are 112 outfitter operations involving 88 outfitters licensed to guide in the central Idaho wilderness. If each is allowed multiple base camps with permanent structures, unlimited spike camps and equipment caches throughout the wilderness to conduct their packing, boating and/or hunting operations, the very purpose of the wilderness is somewhat neutralized, at least degraded. The experiences the wilderness can offer to other visitors are reduced.

The outfitters consider those camp sites their permanent possessions and not for use by others. More often than not, they select the best campsite locations which forces or limits other visitors to use inconvenient or less attractive sites.

Actually, some of the restrictions are not new. Some were already policies of the Forest Service, but had not been enforced as they should have been. They should be now.

Outfitters provide a valuable service, especially to out-of-staters, who cannot bring in pack stock, boats or other equipment necessary to stay for extended periods in the wilderness on whitewater, packing or hunting trips.

Outfitters' contentions that it would cost their clients more under the new rules and the impacts to the environment to continually haul the equipment in t out are undoubtedly valid. they will learn how to get by ith less, more mobile and lighter equipment. And those who use those services probably expect to pay more and probably can.

The point the outfitters make that they have had some of the camps and caches for up to 25 years or so, and consequently should be permitted to continue their uses, is not a valid argument. Those are probably the ones that need upgrading most.

More visitors are using the wilderness areas now than in previous years. They are entitled to the same experiences and uses of the main dropoff points and certain camp locations as guides' customers.

Still, there is a lot of country out there, and outfitters' camps and caches that are inconspicuously located and allow adequate space for other visitors is not a heavy impact to the environment or intrusion to the public. If controlled and out of view, the facilities can have a fairly soft impact.

Times change and so should the rules. Designation of the Frank Church River of No Return Wilderness Area is relatively new and that in itself takes new regulations.

Outfitters cannot expect to live by 25-year old regulations today.

It is the wilderness, its pristine nature and the experience it offers to the public that is the first consideration in rule making — not the livelihood and profitability of commercial packers.

Protection of the wilderness and its values are important and every visitor should have equal opportunity to use it. The Forest Service should impose its proposed regulations that are more restrictive on the outfitters. They can live with them.

Old, unattractive, excessive facilities should be eliminated. It is in the interest of the public and the wilderness area.

Post-Register files

20 years ago

Plans were nearing completion for the 10th annual Free Fishermen's Breakfast May 28 at St. Anthony City Park.

Dr. Herbert E. Richards, pastor of First Methodist Church in Boise was named speaker for Baccalaureate services of Idaho Falls High School graduates May 23 in the Civic Auditorium. Venerable Jack T. Viggers of St. John's Episcopal Church will offer the invocation.

Mrs. C.E. "Effie" Jacoby, English teacher at O.E. Bell Junior High School, was notified she had been awarded an East-West Center Scholarship to the Summer Institute in Asian Studies at the University of Hawaii June 21-July 20.

Fifteen men of Detachment 7 Special Forces from Idaho Falls participated in a static line parachute demonstration at Mountain Home Air Force Base. Capt. Carl Mohr, advisor of the Armed Forces Training Center, reported.

The Post-Register

[illegible]

Letters

(EDITOR'S NOTE: Post-Register letters must be 300 words or less and must not contain personal attacks or libelous comments, or advocate or criticize a particular religion's dogma. They must be signed and the full street address or route number used. Non-acceptable letters are letters of thanks, letters endorsing a candidate without discussing a relevant issue, and several letters on the same topic by the same writer. Editors reserve editing rights.)

Wilderness no place for new structures

Editor, The Post-Register:

The articles on page 5 of Friday's Post-Register that reported on recent activities of the Idaho Outfitters and Guides Association and their board were of interest. Apparently, the recent attempt to enforce the laws that prohibit permanent structures, and the Forest Service's proposal to limit the number of outlying camps each commercial outfitter is allowed in the Frank Church River of No Return Wilderness is being opposed by the commercial outfitters. The reasons given for their opposition were that the restrictions would effect "the safety and protection of outfitters and guests" and limiting the number of outlying camps would "severely curtail larger outfitters." Almost as amusing were the commercial outfitters' justifications for increasing their numbers of Henry's Fork of the Snake River. Their clients "tend to be better educated and tend to have above-average incomes" said one representative of a commercial outfitter. A petition, including signatures of out-of-state clients, was also presented by representatives of this commercial outfitter.

As a resident of Idaho and not a user of commercial outfitters, some may consider me less than bright and I'm definitely not rich. However, I realize the concessions to these commercial special interest groups will be at the expense of the private public users. As an individual, I intend to inform my elected officials and the U.S. Forest Service of my concerns.

Specifically, I object to the Idaho Outfitters and Guides Association's proposal to allow commercial outfitters to maintain permanent structures in wilderness areas, the issuance of noncompetitive special use permits to commercial outfitters only, and the issuance of additional exclusive reserved camp site permits to commercial outfitters. If others out there feel as I do, now would be a good time to make their concerns about the recent proposed commercialization of public lands known.

Bill Kelly
1597 Stanger Dr.
Idaho Falls

Senator McClure. Thank you.
Debra Patla.

STATEMENT OF DEBRA PATLA, VICTOR, ID

Ms. Debra Patla. My name is Debra Patla. I reside in Victor, Idaho.

As a student and traveler in Asia and Europe some years ago, my greatest joy in returning home to America was to find again the wildlands and pure waters of the Western U.S. It seems to me that there is nothing in the world so irreplaceable and so threatened. Must Idaho join the rest of the world in its rush to that grim future where wild places are reduced to a few small besieged remnants? In places like China, where most wildlands were developed long ago, the face of human poverty tells you with great certainty that the taking of wilderness is not the path to prosperity or long-term benefit.

Today I would like to express my deep frustration and anger with the Idaho politicians and public figures who use at every opportunity the phrase "lock up as wilderness." With this malicious phrase, they have concealed the valuable uses of designated wilderness, which besides recreation includes watershed and wildlife habitat protection, grazing, mining, and scientific study. They have stolen from us the opportunity to rationally consider preservation of wildlands versus development in the context of long-term benefits for Idaho and the nation. With the perspective of "locking up" they have whipped Idaho's citizens into a feverish pitch of debate. They would disguise the safeguarding of Idaho's most unique resource as a plot by Easterners and nonmotorized recreationists. And I believe that claiming to defend the spirit of the west, they are actually selling its wild heart for short-term economic benefit.

I have specific concerns which I will put in the record, mostly about the Palisades and Garns Mountain area, which I would like more protection for. But in closing I ask the Senate not to endorse this short-sighted bill. The 9 million acres of Idaho's unique wildlands give us the opportunity to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. I quote from the Wilderness Act. Like the south after the Civil War, the west and its political leaders will gradually come to accept and embrace a national vision. In this case it's currently embodied in the Wilderness Act. In the meantime, please don't leave us with the nightmare of watching the violation of 85 percent of Idaho's wild places, as this bill would eventually allow. I favor inclusion of all 9 million acres as wilderness. The proposed Senate Bill 2055 is no compromise but a greedy assault on a national heritage. I brought with me eight letters from people in Victor who share my sentiments about wilderness.

[The prepared statement of Ms. Debra Patla follows:]

P.O. Box 230
Victor, ID 83455
March 9, 1988

Idaho Field Hearings
Idaho Forest Management Act, S.B. 2055
Senate Subcommittee on Public Lands, National Parks, and Forests
Idaho Falls, March 10, 1988

Dear Senators:

As a student and traveller in Asia and Europe some years ago, my greatest joy in returning home to America was to find again the wildlands and pure waters of the western U.S. It seems to me there is nothing in the world so irreplaceable and so threatened. There is no greater falsehood than the idea that preserving wilderness means "locking it up". When the forests are clearcut and cut up by roads, the streams running muddy, the mountain defaced by open mines and the roar of machinery, then indeed we have locked the door and thrown away the key. Must Idaho join the rest of the world in its rush to that grim future where wild places are reduced to a few small besieged remnants? In places like China, where most wildlands were developed long ago and the air and the water are spoiled, the sad face of human poverty tells you with certainty that the taking of wilderness is not the path to prosperity or public benefit.

Today I want to express my deep frustration and anger with the Idaho politicians who use at every opportunity the phrase "lock up as wilderness". With this malicious phrase, they have concealed the valuable uses of designated wilderness, which besides recreation include watershed and wildlife habitat protection, grazing, mining, and scientific study. They have stolen from us the opportunity to rationally consider preservation of wildlands versus development in the context of long-term benefits for Idaho and the nation. With the perspective of "locking up" they have whipped Idaho's citizens into a feverish pitch of debate. They would disguise safeguarding of Idaho's most unique resource as a plot by easterners and non-motorized recreationists. Claiming to defend the spirit of the West, they are actually selling its wild heart for short-term economic benefit.

Like civil rights, the rights of wildlands and wildlife were long in coming. I hope that the Senate Subcommitte on Public Lands will recognize that the proposed bill, as a product of the false and hysterical "locked up" doctrine, is not worthy of Idaho or the nation.

I ask the Senate not to endorse this bill. I have studied the language and I have the following specific concerns:

1. The proposed bill protects only 15% of Idaho's roadless lands. The designated wilderness areas are nearly all fragments of the areas originally proposed. Provisions in the bill which call for excluding any parallel track which may be traveled by four wheel drive vehicles will reduce the acreage even more.

The Forest Service plans to construct 4500 miles of new roads in the next decade. This indicates the rapidity with which Idaho's unprotected roadless areas will vanish.

2. The proposed Palisades Wilderness is very close to my residence. I was astonished to see the inexplicable boundary lines which leave out areas on the south, north and northwest sides of the area, including important wildlife habitat in the Rainey Creek drainage. No one has explained the reason for these reductions. At the south end of the Palisades, Blowout and Indian Creeks, which border the Wyoming Wilderness Study Area, were excluded as well.

Bear Creek, across the reservoir from the area traditionally known as the Palisades, is also cut with a nonsensical line which hacks off the western edge of the roadless area and slices across ridges and streams. How can this boundary be located on the ground? Why not use the logical boundary on the west, Sky Line Drive?

3. Garn's Mountain, also near my community, was left out completely. This is a vitally important wildlife area--winter range and calving grounds for elk, wintering and nesting habitat for bald eagles. Two streams spawn 50-60% of the South Fork Snake River's trout. Forest Plans for the area will result in roads, logging, and continued ORV abuses, "irretrievable and irreversible" effects on wilderness character, according to the Plan.

4. The Yellowstone Ecosystem is weakened by the bill's failure to include Stump Creek, Caribou, Garn's Mountain, portions of the Palisades, and the Centennials. In light of other federal and state efforts to preserve the Yellowstone Ecosystem, such neglect is foolish and short-sighted.

5. The special management language of the bill is especially disconcerting for the contempt it reveals towards other laws and the National Forest planning process. On the Panhandle, the bill calls for levels of logging above that specified in the Forest Plan "notwithstanding any other provision of law". Is it that easy to simply toss out the Endangered Species Act, Clean Water Act, the NEPA process?

On the Clearwater Forest, the bill would legislate compliance with the Forest Plan's "minimum forest standards". If Congress sees a need to legislate Forest Plan provisions, what does this say about the credibility of the Forest Service? Does this imply that Forest Service responsibilities to protect resources have to be validated by Congress?

6. The bill would designate ORV trails in the Sawtooth's Lime Creek and Smokies Special Management Areas. I am totally opposed to any language granting ORV special-interest rights under the guise of a wilderness bill.

7. The bill would allow outfitter camps, and their expansion, within wilderness. This violates the Wilderness Act, which calls for land "retaining its primeval character and influence" and with "no commercial enterprise".

8. The elimination of wilderness water rights is an alarming precedent which should not be included unless this issue is settled on a national level.

In closing, I ask the Senate not to endorse this short-sighted bill. The 9 million acres of Idaho's unique wildlands give us the opportunity "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." (Wilderness Act of 1964) Like the South after the Civil War, the West and its political leaders will gradually come to accept and embrace a national vision, in this case currently embodied in the Wilderness Act. In the meantime, please do not leave us with the nightmare of watching the violation of 85% of Idaho's wild places, as this bill would allow. I favor the inclusion of all 9 million acres as Wilderness. The proposed Senate Bill 2055 is no compromise, but a greedy assault on a national heritage.

Sincerely,

Debra Patla

Debra Patla

Senator **McClure**. Susan Patla.

STATEMENT OF SUSAN M. PATLA, DRIGGS, ID

Ms. **Susan Patla**. Senator, Governor, last year my husband and I chose to move to this part of the country after an extensive three-year search throughout the western states for a new home. We ended up living in this region for one major reason: The quality of its wilderness. Nowhere else did we find so many accessible forests and mountains; nowhere else did we find such abundant wildlife.

I spent my first summer here working as a volunteer for the U.S. Forest Service studying wildlife in the proposed Palisades and Bear Creek Wilderness areas. Every day, every new trail hike revealed new natural wonders and different wildlife. In one three-day backpack along Bear Creek I observed more wildlife than I had seen in my entire previous life. I felt absolutely blessed to be able to experience such a wilderness world.

Yet this wilderness world of Idaho also seemed very fragile and threatened to me. Many of the local residents I spoke with seemed unaware of how quickly an area can degenerate. I looked forward to completion of the state's Wilderness Bill so protection could be guaranteed for us and all future generations to enjoy Idaho's marvelous natural heritage.

As many others, however, having now read this Forest Management Act, my enthusiasm has turned into both anger and confusion. This bill speaks much more of the fear of wilderness than of wilderness preservation. By fragmenting large areas such as the Palisades and totally excluding many areas this act takes away much more than it gives us. Instead of being a bill of rights for our natural lands, it becomes instead a bill of rights for moneyed interests, whether they be oil, timber, or the ORV industry. Using the smoke screen of economic development to win support of the public, it champions the exploitation of non-renewable resource instead of saving what is fast becoming this nation's scarcest resource—wildlands.

What saddens me greatly is the fact that there appears to be no one in public office with a vision for a new future in place of this continued determination to repeat mistakes that have led to the destruction of most of our natural lands. Why this fear of wilderness?

Wilderness is not lethal. It may in the long run prove to be even more economically beneficial than timber and oil combined. But we will never know if we release most of it now. Let's go back to the drawing board and write a true Wilderness Bill that preserves the riches this state is blessed with.

[The prepared statement of Ms. Susan Patla follows:]

Idaho Forest Management Act Hearing
Idaho Falls March 10, 1988
Letter for the Record

Last year my husband and I chose to move to this part of the country after an extensive three year search throughout the Western states for a new home. We were tired of watching the communities which we lived in develop themselves beyond recognition. We were tired of traffic, air pollution, high rents, and crowded malls. We ended up living in this region for one major reason--the quality of its wilderness. Nowhere else did we find so many accessible forests and mountains; nowhere else did we find such abundant wildlife.

I spent my first summer here working as a volunteer for the U.S. Forest Service studying wildlife in the proposed Palisades and Bear Creek wilderness areas. Everyday, every new trail hiked revealed new natural wonders and different wildlife: Bald Eagles, Osprey, mule deer, elk, moose, mountain goats all with young; beaver, weasels, snakes, the list goes on. In one three day backpack, I observed more wildlife than I had seen in my entire previous life. I felt absolutely blessed to be able to experience such a wilderness world.

Yet, this wilderness world of Idaho also seemed very fragile and threatened to me. Many of the local residents I spoke with seemed unaware of how quickly an area can degenerate. Talk of oil drilling, expanded ORV use, timber clear-cuts, road building and over-extensive management cast a dark cloud over the beauty and abundance I was finding. I looked forward to completion of the state's Wilderness Bill so protection would be guaranteed for us and all future generations to enjoy Idaho's marvelous natural heritage.

As many others, however, having now read this Forest Management Act, my enthusiasm has turned into both anger and confusion. Anger that the state's politicians could think that this was acceptable treatment of wilderness lands, and confusion as to why these men failed to recognize Idaho's greatest treasure.

This bill speaks much more of the "fear of wilderness" than of wilderness preservation. By fragmenting large areas such as the Palisades and totally excluding many areas such as Garns Mt., Diamond Peak, and the North Lemhis (just to name a few), this act takes away much more than it gives us. Instead of being a Bill of Rights for our natural lands, it became instead a bill of rights for monied interests whether they be oil, timber, or the ORV industry. Using the smoke-screen of economic development to win support of the public, it champions the exploitation of non-renewable resources instead of saving what is fast becoming this nation's scarcest resource--wild lands. It also contains some very disturbing language trying to establish state control over timber harvest levels, ORV use, and water rights, trying in part to circumvent the National Forest Planning Process which so many people have worked so diligently on.

The state of Idaho appears to be crying out, "Mine, mine, mine," trying to gain control over public lands owned and supported by the entire nation.

What saddens me greatly is the fact that there appears to be no one in public office with a vision for a new future in place of this continued determination to repeat mistakes that have lead to the destruction of most of our natural lands. Why this fear of wilderness? Imagine--just imagine for a moment what the consequences would be of what some would consider the worst case scenario. Let's declare all the remaining 9 million acres of roadless Idaho lands wilderness tomorrow. Idaho would become an instant celebrity--all the headlines in this country and a good part of the world would proclaim us, our politicians would really win themselves a place in the history books, the developers would move out, and the people who love and appreciate nature would flock here both to vacation and live. We could offer a true alternative which many in this mad modern world are hungry for. A crazy scenario--maybe not.

Wilderness is not lethal. It may in the long run prove to be even more economically beneficial than timber and oil combined. But we will never know if we release most of it now. Let's not make that old Joni Mitchell song Idaho's epitaph:

"Don't it always seem to go
That you don't know what you got till its gone."

Let's not pave over, cut over, ride over, or dig up Paradise. Let's go back to the drawing board and write a true wilderness bill that preserves the riches this state is blessed with.

Sincerely,

Susan M. Patla

Susan M. Patla
P.O. Box 738
Driggs, Idaho 83422

Senator McClure. Thank you.

John Park.

STATEMENT OF JOHN J. PARK, IDAHO FALLS, ID

Mr. Park. Thank you, Senator McClure and Governor Andrus.

I am a private citizen; I don't belong to any of the conservation leagues, but as a tax paying senior citizen of the State of Idaho I am opposed to this bill as it is written concerning several important issues.

To place any more of our national forests into wilderness designated lands is discriminating against the senior citizen and the handicapped people of the State of Idaho who physically cannot get out and hike or ride horses long distances to fish, hunt, camp and enjoy the land that belongs to all of us, not just a few.

I feel that the 1.4 million acres of designated wilderness land in the State of Idaho, second only to Alaska, is enough wilderness area for the backpackers, outfitters, and people who can get out and ride horses and hike and enjoy the outdoors for many years to come.

It has been proven that through proper management of our national forests our natural resources, such as timber and minerals and oil, can be harvested without destroying our streams, lakes, fisheries, and wildlife habitat.

And why should special interest groups such as the outfitters and guides be given the privilege of having caches which include fixtures, corrals, box springs, and piped water, with the assumption that the campsites are off limits to the public when the outfitters are not using them.

Under the McClure-Andrus proposal outfitters would be allowed to continue the development of any camp fixtures and exclusive use practices on existing wilderness lands, and any new designated wilderness areas. The public should have access to any campground in the wilderness when nonoccupied by an outfitter or by someone else.

Thank you.

Senator McClure. Thank you very much.

Russ Brown.

STATEMENT OF RUSSELL A. BROWN, IDAHO FALLS, ID

Mr. Brown. Senator, Governor, you must feel like the guy that Charlie Chan, the famous Chinese, talked about: "He who dines with many dragons may become the dinner." My remarks here are focused on the bill, there is nothing personal about it.

The only compromise to be found in Senate Bill 2055 is that of Idaho's wilderness heritage. The bill seems to be a brazen attempt to blow off 7½ million acres of the state's remaining 9 million acres of roadless area by statute.

S. 2055 should not be passed. It is a legislative analogue of the ill-fated U.S. Embassy in Moscow, too riddled with flaws and bugs and traps to be repaired. What it does not omit, it often diminishes. What it does not diminish, it burdens with special provisions.

This bill would legislate the implementation of badly flawed forest management plans; deny the right of public review and appeal; establish motorcycle corridors through wilderness areas; exceed Forest Service plans, which are hardly minimal, for timber harvest; increase the probability of damage to fish and wildlife habitat in areas that have been previously damaged. I believe it is a poisoned pawn; if we accept partial protection for one sixth of Idaho's defacto wilderness, we guarantee that much of the rest is irrevocably compromised.

The details of omissions, amendments, deletions, and special prescriptions for destructive use are really too complicated to correct. If a bill is passed, it should be one that honors both the land and its future. This bill does not do the job. I recognize that you gentlemen have taken on practically an impossible task. No two people, no two people in this room or in the state could do it by themselves. But there may be a way to achieve this if we recognize those part of our state which have higher value and those part of our state which can be devoted to the economic base which I know you find important. So I leave you with a thought that there may be a way to do it. It's damned near impossible for two gentlemen, even with your great experience, to achieve it.

[The prepared statement of Mr. Brown follows:]

TESTIMONY OF RUSSELL A. BROWN

162 East 22nd Street
Idaho Falls, Idaho 83404

Hearing on the Idaho Forest Management Act of 1988, S.2055
Subcommittee on Public Lands, National Parks, and Forests
Committee on Energy and Natural Resources
March 10, 1988
Idaho Falls, Idaho

The only compromise to be found in S. 2055 is that of Idaho's wilderness heritage. The bill is a brazen attempt to blow off 7.6 million acres of the State's remaining 9 million acres of roadless area by statute.

S. 2055 should not be passed. It is a legislative analogue of the U.S. Embassy in Moscow, too riddled with flaw and bugs and traps to be repaired.

What it does not omit, it often diminishes.

What it does not diminish, it burdens with special provisions.

This bill would:

* Legislate the implementation of badly flawed forest management plans.
* Deny the right of public review and appeal, now guaranteed by the National Forest Management Act.
* Establish motorcycle corridors through wilderness areas.
* Exceed Forest Service plans (hardly minimal) for timber harvest.
* Increase the probability of damage to fish and wildlife habitat by road-building and timber harvest in both new andpreviously damaged areas.

It is a poisoned pawn; if we accept partial protection for one-sixth of Idaho's de facto wilderness, we guarantee that much of the rest is irrevocably compromised.

Examples:

* Mallard-Larkins: about half-sized
  excluded areas would have legislated logging quotas
  current administrative appeals would be mooted
* Elk Summit
  Grandmother Mountain: would be deleted entirely; probably consigned to
  Fish Creek roads, logging, and mud.
* South Fork Salmon: logging would proceed in areas a half-mile from river; salmon runs would be endangered by a repetition of siltation; proposed monitoring and mitigation offer lip service to protection.

* Rapid River
French Creek
Patrick Butte: all omitted, with prescribed logging quotas.

* Snowbank
Sawtooth Completion
Trinities: all are shrunken remnants, with multiple ORV corridors. and logging.

* Smokies
Lime Creek: both legislated NOT as wilderness but as ORV SMA's

* Peace Rock
Breadwinner
Deadwood River
Red Mountain: all excluded

* White Clouds and
Boulders an outrage; 100,000 acres of 450,000; one the nation's prime remaining wilderness areas; Boulders excluded entirely; 100,000 acres of anadromous fish habitat excluded; Major ORV corridor would be established; Both major hiking access trails from East were excluded, thus allowing ORV damages;

* Pioneers: excluded Fall Creek, Lake Creek, Broad Canyon, Bellas Canyon, Big Black Dome, and Standhope Peak

* Borah Peak: excluded half of the area for no apparent reason

* Pahsimeroi Mountains
King Mountain
Diamond Peak: all excluded

* West Bigholes
North Lemhis: both excluded

* Palisades truncated

* Rainey Creek
Blowout Creek
Indian Creek
Garns Mountain
Centennial Mountains: all excluded

The details of omissions, amendments, deletions, and special prescriptions for destructive use are too complicated to correct. If a bill is passed, it should be one that honors both the land and its future. This bill does not do the job.

Senator McClure. Thank you.

Susan Dejmal.

STATEMENT OF SUSAN DEJMAL, GREATER YELLOWSTONE COALITION, BOZEMAN, MT

Ms. Dejmal. Good afternoon. My name is Susan Dejmal. I appreciate the opportunity to come here today and express the views of the Greater Yellowstone Coalition as they pertain to the Idaho Forest Management Act of 1988.

The Idaho portion of the Greater Yellowstone ecosystem contains many unique and critical areas that need complete wilderness protection: Centennials, Lionhead, Stump Creek, Garns Mountain, Palisades, and Caribou Mountain.

The Idaho Forest Management Act makes a mockery of the Wilderness Act and does not reflect the values that were so strongly shared by the people of this country that they form the basis for wilderness legislation. Allow me to provide a few examples. Contrary to the provision in the Wilderness Act to protect primitive recreation, the Idaho Forest Management Act shall permit helicopter landings for recreational skiing in the proposed Palisades Wilderness area as if the area had not been designated as wilderness.

Whereas a wilderness shall be affected by nature and not by man's work, the Idaho Forest Management Act strips the wilderness areas of their existing water rights such that the streams may run dry and the fisheries and all riparian dependent species may be lost.

The Idaho Forest Management Act sets dangerously poor precedence for the entire Natural Wilderness Preservation System. Examples include piecemealing wilderness areas such as the proposed Trinities to accommodate off-road vehicles and their associated noise, speed, and stench.

Special management areas would not only authorize nonwilderness use but act to intensify them by mandating or otherwise specifying grazing, logging, road construction, off-road vehicle use. These mandated, consumptive and impacted uses override the Forest Service's ability to make decisions that are in the best public interest. They also unfairly impose an irretrievable loss of public land management option on future generations.

Furthermore, this bill completely fails to acknowledge the following ecosystem components: The Centennials, Stump Creek, Garns Mountain, and Caribou Mountain.

We hope that these hearings are more than just an exercise in paper and patience. We hope that you will use our comments to make the necessary previously mentioned amendments in this bill. These amendments must include the preservation of Idaho's portion of the Greater Yellowstone ecosystem.

Senator McClure, you asked what you can do to make this bill right. I believe Aldo Leopold has said this the best: "A thing is right only when it tends to preserve the integrity, stability, and beauty of the community; and the community includes the soil, water, fauna, and flora, as well as the people." We hope this statement will serve as a final measure of successful and right Wilderness Bill for Idaho.

[The prepared statement of Ms. Dejmal follows:]

Greater Yellowstone Coalition

TESTIMONY OF SUSAN DEJMAL, PROGRAM ASSISTANT OF THE GREATER YELLOWSTONE COALITION, BEFORE THE SENATE PUBLIC LANDS, NATIONAL PARKS AND FORESTS SUBCOMITTEE OF THE ENERGY AND NATIONAL RESOURCES COMMITTEE, ON S. 2055, THE IDAHO FOREST MANAGEMENT ACT OF 1988, MARCH 10, 1988.

My name is Susan Dejmal and I represent the Greater Yellowstone Coalition, a consortium of nearly 50 local, regional and national organizations, and 2000 individuals who are dedicated to the preservation of the Greater Yellowstone Ecosystem. I appreciate the opportunity to come here today and express the views of the Coalition as they pertain to the Idaho Forest Management Act of 1988, Senate Bill 2055.

The Greater Yellowstone Ecosystem encompasses portions of three states, two National Parks, seven National Forests, and three wildlife refuges. The three states, five federal agencies and many private citizens that manage a portion of this area share the responsibility to maintain a healthy and intact Ecosystem.

The Idaho portion of the Greater Yellowstone Ecosystem, contains many unique and critical areas that need Wilderness protection: Centennials, Lionhead, Palisades, Bear Creek, Winegar Hole,Poker Peak, Garns Mountain, Caribou Mountain, and Stump Creek.

P.O. Box 1874 • Bozeman, Montana 59771 • (406) 586-1593

My personal interest in wilderness began on my first wilderness adventure when I was overwhelmed by the freedom, humility, and solitude that I experienced. Later, on another camping trip, I was deafened by the silence of a winter night. This wilderness "interest" soon evolved into a concern, as the value and need for these areas became glaringly apparent. I have since worked several seasons for the Forest Service, most recently as a wilderness ranger in the Absaroka-Beartooth Wilderness in Montana.

I would like to begin by reciting a portion of the 1964 Wilderness Act; the very Act of Congress that has enabled states "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness":

> "A wilderness, incontrast with those areas where
> man and his own works dominate the landscape,
> is hereby recognized as an area where the earth
> and community of life are untrammeled by man,
> where man himself is a visitor who does not remain...
> an area of undeveloped Federal land retaining its
> primeval character and influence, without permanent
> improvements, or human habitation, which is protected
> and managed so as to preserve its natural conditions

> and which generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; [and, an area that] has outstanding opportunities for solitude or a primitive and unconfined type of recreation..."

The Idaho Forest Management Act of 1988 makes a mockery of the Wilderness Act and does not reflect the values that were so strongly shared by the people of this country that they formed the basis for wilderness legislation. Allow me to provide a few examples.

(1) Contrary to the provision to protect primitive recreation in the Wilderness Act, The Idaho Forest Management Act of 1988, "shall permit helicopter landings for recreational skiing" in the proposed Palisades Wilderness Area, "as if the area had not been designated as wilderness".

(2) Whereby a wilderness should be absent of permanent improvements or human habitation, the Idaho Forest Manangement Act "shall permit the landing of aircrafts on designated airstrips in the wilderness areas".

(3) Whereas a wilderness "is an area of undeveloped...land retaining its primeval character and influence and shall be affected by nature and not by man's work", the Idaho Forest Management Act strips the wilderness areas of their existing

water rights such that at man's whim, the streams may run dry and the fisheries and all riparian dependent species may be lost.

The Idaho Forest Management Act of 1988 sets dangerously poor precedents for the entire National Wilderness Preservation System. Wilderness is a finite and diminishing resource and the demand for primitive recreation is expected to continually increase. We urge you to fully realize the future implications of the following actions:

(1) Piecemealing wilderness areas such as the proposed Trinities to accomodate Off Road Vehicles and their associated noise, speed and stench.

(2) Defining Wilderness boundaries by politically based lines, as is the western boundary of Bear Creek in the proposed Palisades Wilderness Area, rather than by ecological features such as drainages, mountain ranges or other natural partitions. As currently drawn, this line obliterates the natural character, integrity and completeness of this wild area.

(3) Special Management Areas that not only authorize nonwilderness use, but act to intensify them by mandating, or otherwise specifying, grazing, logging, road construction and off-road vehicle use. These mandated consumptive and

impactive uses, override the Forest Service's ability to make decisions that are in the best public interest. Special Management should, in the very least, protect those remaining wildlands such that future generations have the option of additional Wilderness designation. It is unfair to impose such finality to public land management.

Furthermore, this bill completely fails to acknowledge the following Ecosystem components: the Centennials, Caribou Mountain, Stump Creek, Diamond Peak and Garns Mountain. These areas contain critical habitat for such species as the fine-spotted Snake River cutthroat trout, the endangered arctic poppy, and of course, the Great bears of Yellowstone. Palisades and Bear Creek Roadless Areas, receive inadequate partial protection in Senate Bill 2055.

The Greater Yellowstone Coalition believes that a bill of this significance, with such long-term ramifications, should include active public involvement throughout its development. We hope that these hearings are more than just a paper and patience exercise and that you will use our comments to make necessary amendments to this bill. These amendments must include the preservation of Idaho's portion of the Greater Yellowstone Ecosystem--one of the largest essentially intact ecosystems in the temperate zones of the earth.

The proposed Idaho Forest Management Act of 1988 clearly fails to preserve the treasured wildland of Idaho; as Aldo Leopold said, "A thing is right only when it tends to preserve the integrity, stability and beauty of the community; and the community includes the soil, water, fauna and flora, as well as the people." We hope that this statement will serve as as the final measure of a successful --and right--Wilderness Bill for Idaho.

Senator McClure. Thank you.
Keene Hueftle.

STATEMENT OF KEENE HUEFTLE, POCATELLO, ID

Mr. Hueftle. Governor Andrus and Senator McClure.

Albert Einstein declared that if mankind is to survive, he will require a drastic change in thinking. And I would like to add dramatic change in our behavior.

When our grandparents and great-grandparents came to the Americas, this land, all the surroundings were clear, clean, and were richly beautiful. Now we find ourselves quarreling over its use, and I am afraid, abuse. The original human custodians of this land had done a superb job of living in harmony with all that's here. You and I have seen and you and I have already listened to an immense amount of testimony that makes it clear that the primary motive for reducing and limiting protective legislation for our natural wilderness is short-term greed for money, and also motives arising from the lack of knowledge and/or sensitivity to what certain forms of recreational intrusion have already harmfully done and will continue to do if corrective steps are not taken by Congress.

I wish you and the congressional representatives of our land the greatest in strength of character to be able to resist the immediate short-term pressures you are experiencing and you will continue to experience. I hope you can envision that long-term history's accounting of your decisions, your choices, were based on values that were in tune with all of nature, not simply past and present myopic selfish greed of so many of our fellow mankind.

My name is Keene Hueftle. I am a citizen of this planet and I live in Pocatello.

Thank you.

Senator McClure. Thank you, ladies and gentlemen, for your testimony. If the next group will step forward please. While they are doing so if the following group will come down to the front row, please: Roy Moulton, David Hartshorn, Floyd Fantelli, Doug Isbel, Heather Isbel, Cyril Slansky, John Erickson, and Richard Farmer.

The first witness is Mike Cass.

STATEMENT OF MIKE CASS, DUBOIS, ID

Mr. Cass. My name is Mike Cass.

I applaud Senator McClure and Governor Andrus for their efforts to resolve the Idaho wilderness issue. I believe that this proposed bill as written will not be acceptable because of the contents of section 103, 104, and 309.

My written statement is on the Italian Peak area. I believe the portions of the proposed boundary cannot be effectively managed as wilderness. The reasons are outlined in my writing. I hope that the information on the maps and my write-up will be used to propose a boundary that can be effectively managed as wilderness.

The proposed Wilderness Bill should include the estimated cost to implement. Congress should not expect the wilderness areas to be effectively managed without additional funds.

Thank you.

Senator McClure. Thank you, Mike.
Bert Lilburn.

STATEMENT OF BERT LILBURN, DIRECTOR, IDAHO PUBLIC LAND USE COMMITTEE, IDAHO FALLS, ID

Mr. Lilburn. Governor, Senator. My name is Bert Lilburn. I am the director of the Idaho Public Land Use Committee.

Please excuse me if I seem to get just a little angry, but when I hear people give facts, it makes me very upset that they are not accurate. Therefore, I challenge Ralph Maughn of the Sierra Club and Price of the Idaho Conservation League that if anything that I say here in this testimony proves false, I'll donate a hundred dollars to the Development Workshop for the Handicapped, and it will be my own funds.

First of all I want to talk about decreased wilderness use in Idaho, and you have the evidence in front of you. In proving my point I am going to use the Sawtooth Wilderness area as an example. Between 1979 and 1984 recreational use in the Sawtooth National Recreational Area increased 8.4 percent. Yet wilderness use in the Sawtooth National Recreational Area decreased 29 percent during that same time frame. Wilderness use in 1984 was merely 4.2 percent of all recreational use in that area. Exhibit B in front of you taken from Page 2–29 of the Land and Resource Management Plan for the Sawtooth National Forest as approved by the regional forester is my supporting evidence. Additional wilderness will decrease recreational availability in Idaho. It is taken from this document (indicating).

The other thing is people say—if I say the statement hikers have a greater impact on elk than ORV, I'd probably get laughs. Exhibit C is an elk study conducted by Lorin Ward, principal wildlife biologist, and Jerry Cupal, research wildlife biologist. In this study, they measured the heart rate of elk while subjecting them to the following disturbances: Humans walking, human and dog, dog only, auto horn, stopped auto, moving auto, moving traffic on roads and highway, gunshots, airplanes, sonic booms, and trail bikes. The greatest impact on the elk, in order of greatest disturbance was, and I quote from the report: Close-range gunshots and humans on foot consistently produced more reaction than moving automobiles, motor bikes, and low-flying aircraft.

In addition, as members of the Fall Creek-Bear Creek Wilderness Committee, we have over 400 signed applications opposing the Fall Creek-Bear Creek area.

I appreciate the opportunity to participate in this meeting. An acceptable solution to the Fall Creek-Bear Creek area would produce a bill that I could accept, even though I am opposed to it in principle.

[The prepared statement of Mr. Lilburn follows:]

IDAHO FIELD HEARING--IDAHO FALLS
MARCH 10, 1988
IDAHO FOREST MANAGEMENT ACT OF 1988 S-2055
HEARING TESTIMONY
by
BERT LILBURN, DIRECTOR
IDAHO PUBLIC LAND USE COMMITTEE

I want to thank Senator Dale Bumpers, chairman of the Senate Subcommittee on Public Lands, National Parks, and Forests for approving and holding today's hearing. I also want to thank Governor Andrus and Senator McClure for their hard work in preparing Senate Bill S-2055

I have four major points I want to make today:

- -S-2055 is the only bill my organization and I will accept (not necessarily support in principle). We will work to defeat any other bill.
- -Additional wilderness will result in decreased recreational use in Idaho.
- -Hikers disturb elk more than ORVs.
- -We are opposed to the Fall Creek/Bear Creek proposed wilderness.

S-2055 IS THE ONLY BILL WITH SUPPORTING E.I.S.s

Exhibit A lists the proposed wilderness areas for S-2055 and those proposed in the Forest Management Plans. There is a reasonable relationship between the proposed areas. Therefore, the Andrus-McClure bill is supported by E.I.S.s. Our review of other bills shows a lack of corresponding E.I.S.s to support the areas proposed. Senate Bill S-2055 is the only bill my organization will accept.

DECREASED RECREATIONAL USE IN WILDERNESS IN IDAHO

In proving my point, I will use the Sawtooth Wilderness Area as an example. Between 1979 and 1984, recreational use in the S.N R.A. increased 8.4%. Yet, wilderness use in the S.N.R.A. decreased 29% during that same time frame. Wilderness use in 1984 was merely 4.2% of ALL recreational use in the S.N.R.A. Exhibit B, taken from page II-29 of the Land and Resource Management Plan for the Sawtooth National Forest as approved by the Regional Forester is my supporting evidence.

Additional wilderness will decrease recreational availability in Idaho.

HIKERS HAVE A GREATER NEGATIVE IMPACT ON ELK THAN ORVs

Exhibit C is an Elk Study conducted by Lorin Ward, Principal Wildlife Biologist and Jerry Cupal, Research Wildlife Biologist. In this study, they measured the heart rate of elk while subjecting them to the following disturbances:

-humans walking
-human and dog
-dog only
-auto horn
-stopped auto
-moving auto
-moving traffic on roads and highway
-gunshots
-airplanes
-sonic booms
-trail bikes

The greatest impact on the elk, in order of greatest disturbances was, and I quote from the report:

> Close-range gunshots and humans on foot consistently produced more reaction than moving automobiles. motorbikes, and low-flying aircraft.

If ORVs are banned from wilderness areas to protect big game, then we suggest that hikers be banned also, due to their proven negative impact on wildlife.

WE ARE OPPOSED TO THE FALL CREEK-BEAR CREEK PROPOSED WILDERNESS AREA

We oppose this area as proposed wilderness. As members of the Fall Creek-Bear Creek Wilderness Committee we have collected over 400 cards in the past two weeks from concerned individuals, expressing their opposition to the Fall Creek-Bear Creek Wilderness Area. These cards will not be included as evidence, but may be examined by the committee before being mailed to our local representative, Congressman Stallings.

I appreciate the opportunity to participate in these hearings. An acceptable solution to the Fall Creek-Bear Creek area would produce a bill I could accept, eventhough I am opposed to wilderness in priciple

EXHIBIT A

WILDERNESS PROPOSALS - IDAHO
January 26, 1988

Area Name	Forest Plan (Acres)	Andrus/McClure (Acres)	Remarks
Salmo-Priest	17,585	22,600	Addition to existing Wildn's
Selkirk Crest	26,658	54,800	
Scotchman Peaks	11,232	14,950	Tie to Montana proposed wildn's
Mallard-Larkins	145,227	161,100	
Kelly-Cayuse (Hoodo)	113,000	142,250	Tie to Montana proposed wildn's
Selway-Bitterroot Add.	18,500	--	
Subtotal - Region 1	332,202	395,700	
Payette Crest (Needles)	100,204	86,500	
Secesh	108,103	176,600	
Snowbank	--	9,300	
Red Mtn.	93,470	66,200	Sawtooth Addition in news release
Hanson Lakes	33,796	43,800	
Trinities	--	47,600	
Tenmile/Black Warrior	73,633	58,600	Sawtooth completion in news release
White Cloud/Boulder	224,350	100,200	White Cloud portion only
Pioneer Mtns.	109,911	115,600	
Borah Peak	119,000	54,500	
Italian Peaks	50,820	54,600	Tie to Montana proposal
Lionhead	14,400	16,300	
Winegar Hole	2,000	3,500	Tie to Wyoming wilderness
Palisades	--	155,200	3 units, helicopter skiing permitted
Mt. Naomi	14,600	18,100	
Cache Crest	16,000	---	
Subtotal Region 4	960,287	1,006,600	
Total	1,292,489	1,402,300	

Special Management Areas - Proposed

Proposed Legis. Land Exchange 1/	15,440	
Bonners Ferry RD 1/	89,800	Specifies ASQ
Mallard-Larkins	50,660	Special timber management
East Wietas 2/	26,100	
Cook Mountain 2/	77,100	
French Creek/Patrick Butte	157,000	Logging prescription to protect elk
S.Fk. Salmon Drainage	38,700	Monitoring required
S.Fk. Corridor	15,500	No timber harvest
Lime Creek	40,500	Forest Service to separate conflicting trail use. No timber harvest.
Smoky Mtns.	115,600	Same as Lime Creek

1/ See Salmo-Priest/Selkirk Crest Map

2/ See Kelly-Cayuse Map

EXHIBIT B

TABLE II-C-5.1. RECREATION DATA FOR THE SNRA

Recreation Visitor Days[1/]

Recreational Type	1979	1980	1981	1982	1983	1984	1985
Developed Sites	411,500	481,800	447,500	470,400	452,300	487,429	482,800
Dispersed Areas	571,300	586,500	566,200	577,300	573,000	579,154	576,400
Total	982,800	1,068,300	1,013,700	1,047,700	1,025,300	1,066,583	1,059,200
Sawtooth Wilderness Portion of Dispersed Area Recreation	63,100	61,400	58,600	53,800	46,100	44,745	47,300
Winter Sports within Developed & Dispersed Areas	14,500	16,700	18,200	23,900	26,000	28,979	27,000

decreased use

[1/] RVD use includes all types of recreation including hunting and fishing.

Visitor Information Service (Two Visitor Centers)

Two Visitor Centers

SNRA Information Center at
North Fork (Headquarters)
open every day year-round
1979 — 17,897 visits
1980 — 19,438 visits
1981 — 24,609 visits
1982 — 26,109 visits
1983 — 24,238 visits
1984 — 24,124 visits
1984 — 24,124 visits
1985 — 25,483 visits

Redfish Lake Visitor Center
open late June through Labor Day
- 1979 — 21,719 visits
- 1980 — 24,126 visits
- 1981 — 27,311 visits
- 1982 — 28,339 visits
- 1983 — 27,772 visits
- 1984 — 20,148 visits
- 1985 — 27,532 visits
- Auto tape tour explains natural and historic features along Highway 75 and SNRA management programs.

Developed Sites

2 Overlooks
5 Boating Sites
3 Swimming Areas
38 Campgrounds
9 Picnic Areas
7 Documentary Sites
15 Interpretive/Information Sites
7 Trailheads
3 Winter Sports Sites
8,145 PAOT (Persons At One Time)

Recreation Special Use Sites

5 Resorts
7 Organization Camps
17 Summer Home Areas
134 Summer Homes
1 Concessionaire
2,702 PAOT (Persons At One Time)

TOTAL - 9,847 PAOT

A potential capacity of 20,865 PAOT exists for developed recreation.

EXHIBIT C

TELEMETERED HEART RATE OF THREE ELK AS AFFECTED BY ACTIVITY AND HUMAN DISTURBANCE

A. Lorin Ward, Principal Wildlife Biologist
and
Jerry J. Cupal, Research Wildlife Biologist[1]

Rocky Mountain Forest and Range Experiment Station[2]

Telemetry from confined and free-roaming elk (Cervus canadensis) carrying implanted transmitters and neck collar repeaters showed immediate and readily discernible responses in heart rate owing to activity and human disturbances. Close-range gunshots and humans on foot consistently produced more reaction than moving automobiles, motorbikes, and low flying aircraft.

Introduction

Harassment of big game animals is becoming a larger problem as human use of our native ranges increases. An animal's response to harassment can either be considered "active," resulting in immediate flight, or "passive" when the animal is only alerted. Earlier studies by Ward et al. (1973) and Ward (1976) used ordinary tracking telemetry to detect "active" responses. The heart rate monitoring system use in more recent studies allows the collection of both "active" and "passive" responses. Either response may be detrimental to the well-being of the animal because of increased energy consumption (Horejsi 1976).

The heart rate telemetry system proved to be a practical field method to obtain qualitative and quantitative data on the effect of human disturbance on behavior of wild elk. The equipment has been modified for use with other big game and domestic animals. The technique provides substantial advantages over previous techniques; elements are not attached to the skin of the animals, and animals do not have to move long distances or be seen to determine response.

During the summer of 1975 and fall and winter of 1976, a telemetry technique was tested on two adult cows and a yearling male elk in the field on Pole Mountain just east of Laramie, Wyoming, and three adult cows at the Sybille Wildlife Unit maintained by the Wyoming Game and Fish Department, to evaluate elk reaction to human disturbances by monitoring their heart rate and activity. According to Thompson et al. (1968), monitoring heart rate can provide "...a sensitive instantaneous and easily recorded index to fright-induced behavior in the natural environment." In addition, Gessman (1973), Holter et al. (1976), Kautz (1978), and Moen (1978) have shown a good correlation between heart rate and metobolic rate in many homeotherms. Gessman (1973) concluded that "...heart rate is potentially the only practical method..." for estimating the metabolism of a completely unrestrained animal.

Some rapid heart rates are caused by factors such as playing and breeding. Since there doesn't appear to be a way to differentiate between these natural events and man-made disturbances from heart rate recordings, the human disturbances were introduced or observed to be taking place while the heart rate was being recorded.

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[1] Presently employed by the Wyoming Highway Department, Cheyenne, Wyoming.

[2] Research reported here was conducted at the Station's Work Unit at Laramie, in cooperation with the University of Wyoming. Station's central headquarters is maintained at Fort Collins in cooperation with Colorado State University. This research was funded in part by the Federal Highway Administration

The problems of measuring stress by heart rate monitoring are complex and will require more study to be fully understood.

Study Area

The Pole Mountain portion of the Medicine Bow National Forest in southcentral Wyoming is mostly rolling ridges with scattered escarpments and occasional patches of dense timber.

Elk have been hunted on an either-sex permit basis since 1969. Approximately 50 elk inhabited the area (about 88 sections) during 1975, a reduction from a 1971 estimate of 150 animals. During the summer, elk concentrate in and near conifer or aspen timber. Elk behavior has been studied on this area since 1971 (Ward et al. 1973, Weeks et al. 1972 and Ward et al. 1976).

The area is a popular recreational area for activities including viewing, picnicking, camping, fishing, hunting, hiking and trailbiking. Forest Service records show that during the summer of 1975 approximately 436,000 people visited the main recreation centers, resulting in more than 100,000 visitor use days (one person for 12 hours). These totals did not include use at more remote areas.

Cattle grazing is permitted during the summer, but timber harvesting is not allowed.

Methods

A heart-rate and activity-monitoring telemetry system (Cupal et al. 1976, Weeks et al. 1977) was installed on the test elk. The system consisted of an implanted heart-pulse transmitter, a repeater neck collar for long-range transmission of heart-rate information and a data recording system (Cupal 1977) at the receiver. With this system, analog recordings of heart rate and received signal strength were obtained. Because of the anisotropic radiation properties of the neck collar antenna, the received signal strength was modulated by animal motion. Activity could be determined from the resulting patterns.

Five types of activity were categorized from watching elk at Sybille: rest and ruminating, feeding, walking, alerted but still, and alerted and moving. Recordings for resting, feeding, and walking are shown in Figure 1. A discontinuous heart rate pattern resulted when an elk lowered its head to graze. The repeater slid down the neck of the animal, and the implant signal was lost because of excessive separation of the repeater from the collar.

With the use of the heart rate-activity telemetry system, we were able to determine the relative reaction of elk to different disturbances under field conditions. The reactions of the test elk to five specific test situations will be discussed, namely: gunshots and people, trail bike, traffic, airplanes, and cattle and mule deer.

The elk at Sybille were held in small fenced pastures and provided supplemental feed. They were accustomed to having people and vehicles near and were observed mainly to obtain ground truth information on heart rate changes caused by being observed. The first 2 cows, instrumented in February and March 1975, were monitored only a few days. One system had power problems, and the other came out from under the skin because of poor sutures. The third cow provided heart rate signals from May 26 to September 22, 1976.

The yearling bull (1) on Pole Mountain was captured and instrumented on May 27, 1975. Heart rate data were obtianed from this elk until July 23 (2 months), at which time the transmitter failed. The lead wires from the sternal electrodes probably broke as a result of rapid body growth. The tracking signal continued to operate until the elk was shot by a hunter on November 20, 1976. This elk was seen 33 times with an average of 4 other elk and as many as 18. He was observed alone seven times.

Cow 6, trapped and instrumented on August 15, 1975, had a calf that stayed with her constantly until she was shot on the opening day of elk season, October 28 (2.5 months). This elk was observed 13 times with an average of 4 other elk and as many as 12. She and her calf were seen alone on four occasions. The heart rate transmitter was operating the day she was killed.

Cow 8, trapped and instrumented on October 5, 1976, was not seen with a calf the first winter, but had a calf in early June 1977. Heart rate data were obtained from this animal until February 6, 1977 (4 months) and the tracking signal continued to operate until March 1978. This elk was observed 27 times throughout the 17 months with an average of 10 other elk and was seen with 26 on October 1, 1977. She was seen alone on three occasions.

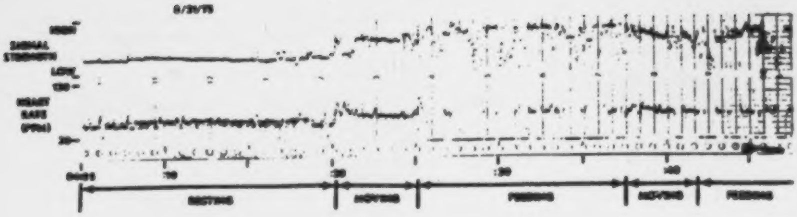

Figure 1. Signal strength and heart rate patterns for cow elk.

The animals were located using Telonics TR-1 receivers (Telonics, Mesa, Arizona) and Yagi antennas.[3] Observers made visual sightings and continuous recordings from prominent rock outcrops near test animals. The recorder was checked periodically to insure radio contact with the animals by moving the recorder when the elk moved, which was a problem with the free-ranging elk.

Observers disturbed the instrumented elk on Pole Mountain 344 times, most during daylight rest periods, because the heart rate showed a more consistent pattern and the response to the disturbance could be better documented. The elk were found in aspen or conifer cover during this time. Usually a two-man team performed each test; one attended the recorder and observed, while the second harassed the elk.

Prior to each test, the location and activity of the test animals were determined by triangulation and listening to the heart rate. Communication was maintained using transceivers. Each disturbance event was documented by recording the time, location, and method of harassment. In some cases, the event was later repeated and sound levels were measured at the animals' bed site with a sound level meter (General Radio, type 1556-B)[3] to quantify the noise level of the disturbing event.

Results

The overall active time (moving and feeding) was close to 50% of observed time as reported from other areas (Craighead et al. 1973, Stehn 1973). The daily activity patterns (Table 1) were similar to those reported by Stehn (1973) for hunted populations but distinctly different from those reported by Craighead et al. (1973) and Altmann (1952) for elk in National Parks. Altmann's elk rested for extended periods, especially at night. Our data and earlier work (Ward et al. 1973) show relatively short, alternating active and rest periods throughout a 24-hour period. Feeding activity peaked at dawn and dusk, followed by ruminating and resting periods. Elk moved and fed even on very dark nights.

Average heart rate of all cows varied from 44 to 68 beats per minute (bpm) and ranged from 26 to 130. The spike's heart rate averaged 76 bpm and ranged from 51 to more than 140, which is about 10 bpm higher than that of the cows monitored at Sybille during the summer. The heart rates of juveniles of many other species are faster than those of adults (Altmann and Dittmer 1964).

The mean values shown in Table 1 are similar to those reported by Holter et al. (1975) for white-tailed deer (Odocoileus virginianus) under housed conditions. The standard deviations reported here are much greater, apparently because these elk are free ranging.

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[3] Trade and company names are used for the benefit of the reader; their use does not imply endorsement or preferential treatment.

Table 1.--The heart rate and activity for six telemetered elk at Pole Mountain and Sybille

Elk	Place	Time of year	Hours documented	Percentage of time spent			Heart rate		
				Resting	Feeding	Moving	Resting	Feeding	Moving
Yearling	Pole Mtn.	Summer	134	36	31	23	68.3 ± 7.9[1]	84.3 ± 9.9	86.2 ± 11.0
Cow 6	Pole Mtn.	Fall	318	48	40	12	46.8 ± 8.8	60.3 ± 9.2	64.6 ± 11.3
Cow 8	Pole Mtn.	Fall-Winter	80	49	45	6	32.2 ± 2.3	48.7 ± 8.8	54.6 ± 6.2
Cow 1	Sybille	February	6	-	-	-	33.4 ± 2.8	31.7 ± 10.3	-
Cow 2	Sybille	March	3	-	-	-	33.4 ± 1.3	63.7 ± 3.8	62.8 ± 8.3
Cow 3	Sybille	Summer	112	49	43	8	58.1 ± 3.9	70.2 ± 3.0	77.0 ± 6.0

[1] Standard deviation.

Heart rate in elk is directly related to air temperatures. During the warmer weather of fall, 60° F (16° C) with 10 mph wind (16.1 km/hr) the average heart rate for Cow 8 while resting in shade was 45 bpm. On January 9, 1977 at -18° F (-28° C) with a 25 mph (40.2 km/hr) wind blowing, her heart rate while resting was 31 bpm. Rates for Cow 6 were about the same, going from 57 bpm at 60° F (16° C) in August to 31 bpm at 30° F (-1° C) in October. The spike did not show a significant reduction due to lower temperatures because of the early spring mild weather in June and his fast body growth at this time.

Two cows at Sybille showed resting heart rates of 33 and 31 during February and March when ambient temperatures were in the low 30° F (-1° C) range. The heart rate of the other, monitored at Sybille during the warmer weather, was observed to be much higher. The seasonal variation in mean heart rate for white tailed deer is reported by Holter et al. (1975) and Moen (1978).

Based on our data, it would appear the resting heart rate is faster to help elk stay cool in warm weather. Elk have very few sweat glands and have to cool themselves by respiration and circulation. This relatively inefficient cooling method is also the reason elk stay in the trees for shade or thermal cover on hot sunny days. In cold weather the key to survival is conservation of heat and energy. The insulating coat of hollow hair, along with low respiration and slow heart rate, help elk conserve heat. The need for energy conservation is probably why elk are reluctant to move away from wind-protected areas or to travel long distances, particularly at a fast pace.

The actual heart rate-signal strength recordings during field tests are shown in Figure 2 and 3. In all cases, the instrumented elk and their associates were bedded in aspen prior to the harassment.

On one occasion a human on foot approached the instrumented cow and her 11 associates. The human discharged a 22-caliber pistol at the times indicated in the top trace of Figure 2. The elk apparently did not hear the first gunshot (460 m) but became alerted at the second gunshot (150 m) and possibly stood up. At this time, the human was not visible to the elk. The heart rate increased dramatically from 45 to 120 bpm within a few seconds. Finally, at the third gunshot, the elk sighted the intruder and fled, traveling 500 meters before resting. The heart rate pattern was not recorded during flight because skeletal muscle action masked the heart impulse.

Cow 6 and at least three other associates were harassed by a human riding a 100 cc trail bike past and within view of the animals at approximately 50 m. The signal strength record (middle trace) indicates the test elk remained lying during the entire event. The heart rate peak was not as high nor as long as the response from the gunshot, suggesting the elk were less disturbed by this form of human activity. The sound level at the elk bed sites was measured later under similar

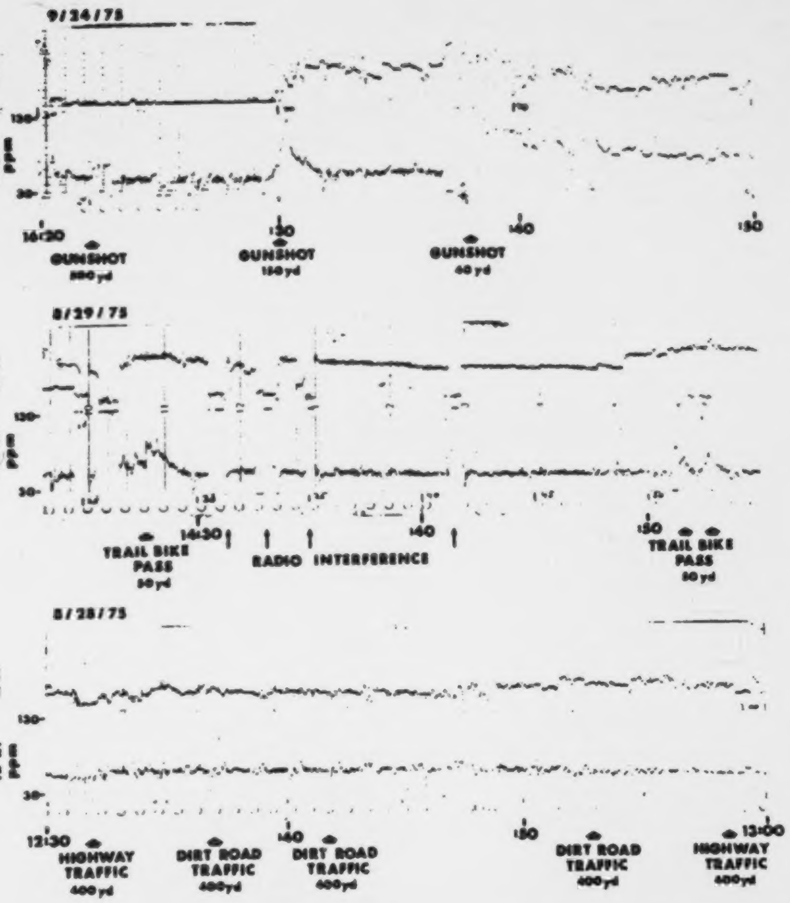

Figure 2. Activity and heart rate of adult cow elk in relation to controlled human disturbance.

conditions. The maximum sound level of the trail bike was 53 dBA, while wind noise in the aspen peaked at 58 dBA.

In a similar test, the trail bike was ridden four times within 170 m past the spike and at least three other associates (1 bull and 2 cows) on July 3, 1975. The elk remained lying down in aspen, with no heart rate response. Finally, the elk were approached directly upwind with the motorbike. The spike got up and moved from the aspen when the motorbike was 15 m away. The elk moved over a gentle ridge into more aspen, and the spike's heart rate returned to normal resting rate within 4 minutes. Noise levels at the bed site were 65 to 70 dBA when the trail bike was 15 m away. Background noise from the wind in the aspen was 50 dBA. The trail bike noise was not recorded above the background until the bike was within about 50 m of the bed sites. The trail bike and rider were not visible to humans standing at the elk bed site until

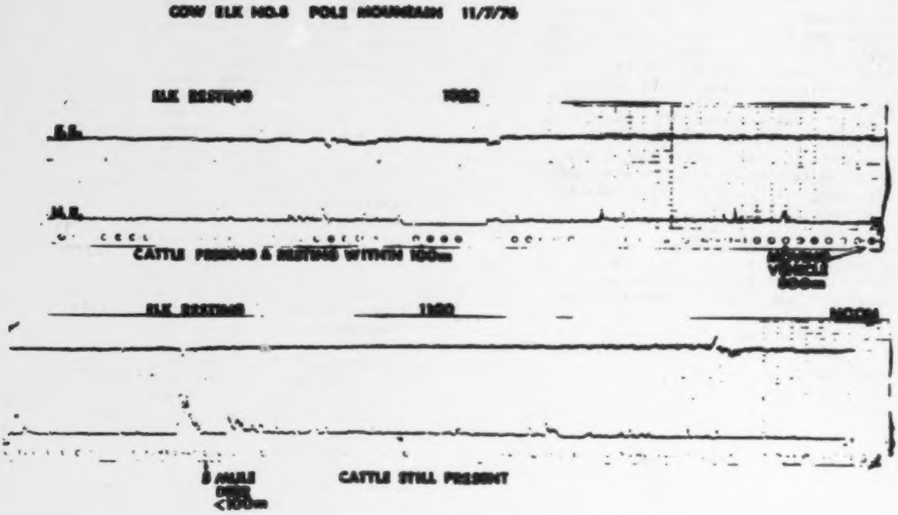

Figure 3. Activity and heart rate of adult cow elk in relation to cattle and mule deer.

they were within about 25 m.

Cow 8 and 11 associates were located resting in mixed aspen and conifer cover on December 16, 1976. The trail bike was ridden past the elk, within 150 m, four times. Three times there was a significant increase in her heart rate, but she did not move. Sound levels were not taken. Possibly, the motorbike and rider were visible to some of the elk. The rider, however, did not see the elk until he came out on a ridge approximately 400 m across the canyon.

Cow 6's response to automobile traffic is demonstrated in the bottom trace. She and her associates (unknown number, but her calf, another cow, and a spike were seen with her a few days previously) were bedded in aspens and willows within 400 m of a high-speed hard-surfaced road, and about the same distance from a dirt road. Also, a dirt trail led to within approximately 100 m of the beds. The instrumented cow did not show a reaction to traffic on either the hard-surfaced or dirt road. The elk reacted only when a vehicle stopped at the end of the dirt trail. Even then they did not leave the timber patch, but moved about while the vehicle was close. The elk were never visible to the driver. The cow's heart rate returned to resting levels 30 minutes after the vehicle left.

In controlled tests with the 182 Cessna[3] airplane, the two cow elk (bedded in conifers) showed no reaction to the airplane passing overhead at 150-m elevations. Cow 6 responded only with a slight muscle artifact at 30 m. Sonic booms, however, had a definite effect on these elk. The elk may relate this sound to close range gunshots.

Resting elk heart rate response to feeding and resting cattle and to five mule deer moving through conifers toward Cow 8 during the hunting season is shown in Figure 3. For more than 2 hours cattle rested and grazed to within 100 m in view of five elk resting in timber.

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[3] Trade and company names are used for the benefit of the reader; their use does not imply endorsement or preferential treatment.

The elk showed no response. The observer was 800 m away hidden behind rocks. Later the elk's heart rate increased very rapidly at about 11:15 a.m. Two minutes later, five mule deer came into view. Apparently the elk detected the deer about the same time that the observer saw them. The heart rate came back down, but was unstable for five minutes until the deer were out in a small park feeding within 100 m of the elk. In another case, this same cow showed heart rate response to another elk that was not visible, but was heard moving through timber. Similar events happened with the other two wild elk on Pole Mountain and the elk at Sybille. These particular episodes are important, not only to demonstrate the reaction of elk to other ungulates, but in pointing out that heart rate can be increased by stimulus other than that which is human oriented.

Conclusions

The telemetry system proved to be a practical field method to obtain qualitative and quantitative data on the effects of human disturbance on behavior of wild elk. The equipment has been modified for use with other big game and domestic animals. The technique provides substantial advantages over previous techniques: elements are not attached to the skin of the animal, and animals do not have to move long distances or be seen to determine response.

Altmann (1952) claims elk have become extremely fearful of man, and are sensitive to potentially dangerous situations because of many years of conditioning through annual hunting seasons. This general behavior has been noted in telemetry studies of elk in relation to multiple use of National Forest lands in southcentral Wyoming (Ward et al. 1973, Ward 1976). Earlier observations and conventional telemetry tracking relied upon elk movement to determine the active (alerted) response. The heart rate system allows recording both active and passive responses. The active reaction can be evaluated on the basis of how long and how far an animal moves; the passive reaction to a disturbance is recognizable but difficult to assess.

The heart rate and movement reactions of the instrumented elk to human disturbances are summarized in Table 2. The three animals' reactions to various stimuli were combined since their reactions appeared to be comparable.

Events such as humans on foot and gunshots produced a high percentage of positive heart rate reactions, particularly if the disturbances were within 300 m of the elk. These encounters likewise resulted in a high percentage of flight reactions. Possibly the elk's reactions are related to their past experience with hunters. An audible car horn or a stopped vehicle caused more reaction than moving traffic, either trail bike or automobile. High-speed traffic, airplanes, and distant noise from human and natural sources produced very few heart rate reactions. Altmann (1952) noted similar behavior for elk in Jackson Hole.

When elk did detect human disturbances, their first reaction was usually increased alertness accompanied by an increase in heart rate. When a definite hazard was sensed and identified, they ran. As Table 2 shows, the alert reaction occurred at distances as far as 400 m for major disturbances such as gunshots, humans seen on foot, and car horns. The distances which produced flight were considerably less. These data indicate the "range of disturbance" caused by humans is considerably greater than previous reports using "flight distance" techniques (Altmann 1952, 1958). In the Jackson Hole area the "object-flight-distance" in elk on free range was about 60 to 85 yards (55 to 78 m) with the wind and about 30 to 45 yards (27 to 41 m) against the wind. The range of disturbance found on Pole Mountain is comparable, however, to the "buffer zone" (distance from humans that hunted elk prefer to maintain) of 800 m for people walking and 400 m for moving traffic reported by Ward et al. (1973), Ward (1976) and Ward et al. (1976).

The problems associated with determing the welfare of elk in relation to increased heart rate are complex particularly when we know heart rate increases can come from stimuli within the natural environment as well as from human harassment. Response of elk can vary from a minor heart rate increase to flight, accompanied by a very high heart rate, increased respiration, and flight. Elk can run for considerable distances on some open terrain. Since heart rate is strongly correlated with metabolic rate (Kautz 1978, Gessaman 1973, Holter et al. 1975, Moen 1978), heart rate increases accompanying rapid flight indicate the use of large amounts of energy. Frequent high energy use could adversely affect animals, particularly in late winter when food is scarce and animals are not in good

Table 2. Heart rate and activity response of two cows and a spike elk to disturbances (Positive if heart rate increased two standard deviations.)

Disturbances	Distance to elk (m)	Times occurred	Positive heart reaction	Times elk moved away
Sonic boom	kms	4	3	1
Gunshots	30 to 450	8	7	4
	>500	9	1	
Human walking	20 to 100	10	10	9
	100 to 300	11	9	5
	>300	10	4	2
Human and dog	150	2	2	2
Dog only	150	1	1	
Trail bike	15 to 50	4	4	1
	50 to 150	5	3	
	150 to 200	4	1	
	>400	8	3	
Auto (car horn)	35 to 800	17	9	2
Auto (stopped)	35 to 100	5	2	2
	150 to 250	7	7	2
	400 to 500	21	7	1
	>500	20	5	1
Auto (moving)	75 to 250	28	16	5
	>300	57	7	
Traffic on roads and highway	365	44	1	
Airplane	30 to 200	60	9	

condition, or during the warm summer when heart rates are already higher because of temperature and the cows are nursing and bulls are growing antlers.

If the behavior of the three monitored elk and their 40 to 50 associates on Pole Mountain is typical of hunted elk throughout the West, some management implications are apparent, although elk in other locations and having different experiences may not respond in the same ways.

Elk react most strongly to sonic booms, gunshots, people on foot, and stopped occupied vehicles. They show less concern for airplanes, steady traffic on interstate highways, and abandoned vehicles.

In areas where elk are not able to hide or obtain security cover of trees or brush, the distances of affective response should be expected to be greater than in forested areas, particularly on open, alpine areas in early summer, or the foothills and high meadow winter ranges, and open prairie.

This could have a major effect upon location of hiking trails in the high alpine areas, including wilderness areas, on elk summer range and on human activities, such as cross country sking and snowmobiling, on elk winter ranges. Campgrounds and centers of human activities where there are people walking around should be located over 800 m from elk use areas. Roads should be hidden in the trees and routed around well used elk feeding sites.

Elk are very adaptable. Even the hunted herds of Jackson Hole become quite accustomed to people and vehicles when fed from a feed truck or a horse-drawn sleigh. Nonhunted elk in National Parks have become tame to the point of being dangerous to the park visitors. There are examples of elk survival throughout many habitats and weather conditions. The elk in each area have behavior patterns that fit the conditions. In order to maintain healthy herds, at least on the Pole Mountain area, we must provide the security required to keep them on the area.

Acknowledgments

The authors acknowledge the cooperation of C. Kaltenbach and W. Humphrey, Animal Science Department, University of Wyoming, and T. Thorne, J. Newman and F. Blount, Wyoming Game and Fish Department, who assisted with the capture and instrumentation of the test elk.

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Senator McClure. I hate to interrupt somebody that made a flat endorsement of the bill. That's the first we have heard today.

Bill Rogers.

STATEMENT OF WILLIAM P. ROGERS, IDAHO FALLS, ID

Mr. Rogers. Members of the hearing committee, thank you for the opportunity to present my opinion. My name is Bill Rogers, and I have been a resident of Idaho for 18 years. During that time it's been my distinct pleasure to have spent 30 to sometimes as much as 45 days a year in the magnificent back country of Idaho. Most of this was spent with my family and friends, and we were hiking, backpacking, horsebacking, rafting, canoeing, and sometimes even trail biking and snow machining, believe it or not.

This bill I believe should be defeated for several reasons, and we have heard a lot of them, but the ones that are most important to me concern Eastern Idaho and some other specific areas. But I think that we should consider the integrity of the Greater Yellowstone ecosystem, and I feel like the Garns Mountains, Centennial area, Caribou Mountains and Stump Creek areas, which were left out entirely, should be considered. I think the Boulder and White Clouds area should include all of the Boulder Mountains and should not have the ORV corridor included. Borah Peak area should also be enlarged down to the Pass Creek area.

There are so many differences of opinion, as has been stated before, it's not possible to solve this problem without someone getting hurt and not getting all we want. But my opinion is that Idaho's future lies in the wise use of their scenic beauty. It seems to me that all the figures report that recreation and tourism are our fastest growing segments of Idaho's economy. We even spend money to advertise Idaho as the place where you can vacation this year in a land pure and natural.

And then finally I would like to say to you as our elected representatives, don't be misled by the fact that most of us who care about the wilderness and who have environmental concerns are fairly quiet, because we are a large force and we are growing. And finally I would like to say that I hope in the next few hundred years we can be better stewards of the land than we have been in the past two hundred.

Thank you.

[Applause.]

[The prepared statement of Mr. Rogers follows:]

FOR THE HEARING RECORD

March 10, 1988
Idaho Falls, Idaho

My name is William P. Rogers and I am firmly opposed to the McClure-Andrus Wilderness Bill. I am and have been a resident of Idaho for the past 18 years. During this time it has been my good fortune to have spent an average of 60 days each year exploring the magnificient back country of this state. Along with my family and friends, I have either hiked, horsebacked, canoed, rafted, or trail biked thru each area that I will refer to.

This bill should be defeated for many reasons, but the following four are the most important to me.

1. Areas which were proposed for wilderness and which were left out entirely include the following:
   A. Garns Mountain..Important to integrity of Greater Yellowstone Ecosystem.
   B. Centennial Mountains..Same reason
   C. Caribou Mountains.. GYE plus fragile soils can't tolerate
   D. Stump Creek........ ORV use.
2. Areas that are included in the bill but that have poorly drawn boundries are:
   A. Palisades should include all of Rainey Creek and Indian Creek to the Wyoming line.
   B. Bear Creek should include all of 4th of July and Commissary Ridges. The boundry should not be an arbitrary straight line north to south, but should follow natural features such as headwaters and ridges to establish a boundry.
   C. Boulder-White Clouds should include all of the Boulder Mountains and should not contain the ORV corrider proposed.
   D. Borah Peak area should extend south to the Pass Creek and should include Wet and Dry Creek drainages.
3. Outfitter use of the Idaho Wilderness System should be the same as those of other similiar Wilderness Systems throughout the west. There should be no permanent camps, corrals, caches or any other use incompatible with the wilderness concept. The public should most definitely have access to any unoccupied campsite in the wilderness.
4. My last point is that Idaho presently has 9 million acres which qualifies by every acceptable government standard to be included in the wilderness system. Most conservation organizations recommended approximately 4 million acres for wilderness. How can this bill which proposes only 1.4 million acres be considered a reasonable compromise?

Idaho's future lies in her wise use of her natural beauty. Recreation and Tourism are the fastest growing segments of our state economy. Adds by our own Idaho Travel Council depict our crystal clear lakes, roaring rivers, and velvet-green mountains. They say " Vacation this year in a land pure and natural-- Idaho."

Finally, I say to you, as our elected representatives, " Don't be misled by the fact that most of us who care about wilderness and who have environmental concerns are fairly quiet, for we are out here in ever-increasing numbers, numbers to be reckoned with, numbers that represent the long-term best interest of this already over-exploited and under-protected USA, a country that in just 200 short years has gone from total wilderness to a country where we have air pollution alerts, rivers that catch fire, noise levels that are harmful to hearing, and rain that will ruin your car's paint job or your favorite high country lake for fishing. Surely during the next 200 years we must learn to be better stewards of the land.

So the question I put to you today is not how much wilderness can we afford to have, but rather " How much wilderness can we afford to do without.?"

In conclusion I would like to thank this committee for your time. However, I do not think that the hours for this hearing were adequate, as many people could not attend or testify between 9 & 4. Also, I find the requirement for 15 copies of the oral testimony to be excessive.

Submitted by:

William P. Rogers, D.V.M.
1475 S. Holmes Ave.
Idaho Falls, Idaho 83404

Senator McClure. Thank you.

Kay Snyder.

STATEMENT OF KAY R. SNYDER, LEGISLATIVE CHAIR, IDAHO FALLS BRANCH, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN, IDAHO FALLS, ID

Ms. Snyder. Senator McClure and Governor Andrus and members of the hearing process. I am Kay Snyder, legislative chair of the Idaho Falls branch of the American Association of University Women, and I am also on the national legislative committee of the American Association of University Women.

The women and men of the AAUW support preservation of wilderness and urge additions to the bill as pointed out by the other conversation groups and as listed in our prepared testimony. I will address three points brought up today. The first is about trail work done by people who ride crotch rockets. All studies show that it is impossible for users to work on trails enough to make up the damage done by those things.

No. 2, a Ketchum city council member was not accused of not knowing if oil and minerals are present in the national forests there. Of course there might be all sorts of things, there might even be plutonium. These things are all maybes. What we know is there is wilderness there and we should preserve it.

And my last point, this morning Senator McClure said that humans are entitled to a place to work and play. We believe that the wild plants and animals are entitled to a place to live. That place is the wilderness. This concludes my testimony.

[The prepared statement of Ms. Snyder follows:]

American Association of University Women

Idaho Falls Branch • P.O. Box 2693 • Idaho Falls, Idaho 83403-2693

Hearing of The Idaho Forest Management Act of 1988
11 March 1988, Idaho Falls
Testimony by R. Kay Snyder, Legislative Chair of the Idaho Falls Branch

Nationally, AAUW has been involved with the importance of the environment for more than 30 years, starting with support for the Water Pollution Act of 1948. Since 1971, the Idaho Division of AAUW has supported wilderness preservation in the Sawtooth National Recreation Area, the Hell's Canyon National Recreation Area, and the Frank Church River of No Return Wilderness. Now, the Idaho Falls Branch registers its support of wilderness by favoring the Kostmayer bill, HB 1512, but would consider the McClure bill, The Idaho Forest Management Act of 1988, if it were amended to:

1) increase certain areas--in our part of the state, they are the Palisades, Bear Creek, Pioneers, Boulder-White Clouds, and the Borah Peak area;

2) include additional areas--in our part of the state, they are the Centennials, Garn's Mountain, Caribou, Stump Creek, Cache Creek, Cache Peak, Smoky Mountains, King Mountain, Pahsimeroi, Diamond Peak, North Lemhis, and West Bigholes;

3) eliminate language dictating Forest Service management on non-wilderness lands (This language will make law out of portions of forest plans that are or will be under appeal. This would deny citizens their legal opportunity, provided by Congress through the National Forest Management Act, to improve the forest plans.);

4) eliminate special management accomodating Off Road Vehicle use (The proposed boundaries do not adequately protect resource values and make no ecological sense. For example ORVs would be allowed to enter part of the habitat of the mountain goats in the Palisades. A disturbance in a portion of the habitat has a detrimental effect on the entire habitat.)

5) respect one of the last remaining intact ecosystems in the lower 48 states, the Greater Yellowstone. The proposal would fragment the western portion of the Greater Yellowstone Ecosystem through partial protection of large tracts of roadless lands and the exclusion of the Centennials, Garns Mountain, Stump Creek, and Caribou Creek. All of these are critical wildland components of the Ecosystem.

The women and men in the Idaho Falls Branch of AAUW will not endorse this bill without substantial wilderness additions in the Greater Yellowstone Ecosystem, at the least.

END

Senator McClure. Thank you.
Chris Averill.

STATEMENT OF CHRIS AVERILL, VICE PRESIDENT, IDAHO ALPINE CLUB, IDAHO FALLS, ID

Mr. Averill. Thank you Governor Andrus, Senator McClure. I am Chris Averill, and I represent the Idaho Alpine Club.

At a recent meeting of the Idaho Alpine Club a vote was taken, and 98 percent of the club members present were opposed to the Idaho Forest Management Act of 1988. We find it totally unacceptable for several reasons. We do not feel that adequate time has been given to the public for preparation and comment. And while we can appreciate the efforts of our state and congressional delegates to find a solution to the wilderness issue, we also feel, however, that the final solution was reached in an inequitable manner that favors some special groups.

We have seen our public lands desecrated in the last few years. Remote areas that for many years have been preserved for wildlife and individuals seeking solitude have been eroded by the introduction of trail bikes and other off-road vehicles. Specifically, we feel that these interests have been given special consideration in the White Clouds, and that this is one special area that should not be open to off-road vehicles. The corridor proposed through this area for motor traffic will degrade this pristine wilderness for those who have enjoyed the solitude of hiking and camping here.

To quote Margarite Murie, "If man does not destroy himself through his idolotry of the machine, he may learn one day to step gently on his earth."

We feel that for the long term economic future, as well as for the enjoyment of our grandchildren and great grandchildren, these areas should be preserved as wilderness. We who live here are very proud of the special qualities our area affords, and we want the people of the U.S. as a whole to enjoy it also for many years to come.

Thank you.

Senator McClure. Thank you.
John Radin.

STATEMENT OF JOHN RADIN, ATTORNEY AT LAW, IDAHO FALLS, ID

Mr. Radin. Thank you, Governor Andrus and Senator McClure. My name is John Radin. I have practiced law here in Idaho Falls for 11 years.

I feel that the issue of the amount of wilderness to be included is not easy for us to decide because we cannot compare the alternatives on a single basis. That is why it must be settled through a political process. Although I will not dwell upon the economic issues, it seems clear to me that the amount of revenue received in this state through the large areas of wilderness must certainly be considered. Failure to increase these areas will have a drastic long-term effect upon this income. But the real issue concerning Idaho forest wilderness is only half economic, and my major concern is for a resource which cannot be valued in economic terms.

In my opinion the proper management of wildlands is not to regiment it, not to standardize its wilderness by opening it up to development, but to maintain a vast diversity, a diversity great enough for the full range of spirit from the great cities in the East Coast to the wild scenic beauty of the Idaho forest wilderness. Because so little truly wildland is left in America, it is all the more essential that we set this aside for future generations and for the wild necessary in all of us.

I wish to report a few observations I've had observing people in the Idaho forest wilderness. I spent several days in the Middle Fork Wilderness Area watching people. My purpose was to see if I could judge in some way the good which comes to Americans from the Idaho forest wilderness. Not the use; we measure that with traffic counters, but the good.

I think I learned a little about judging it. Not much of it went to the man from Florida who drove up to the river, spat in the river, and said, "Ain't nothing like this in Florida" and drove off. But those coming out of the wilderness area like the backpackers, horsemen, the river runners, they got the most good. Those that went part way in got part of it. Those that go all the way in get the most good. And those that stay on the edges, like the man from Florida, know this.

But if the day comes when they go to a spiritless area, a wilderness area broken to harness, then all the glory will have gone out of it. And another iota of the vitality of America and Americans will be lost.

If your judgment is that the resources of America are so hard pushed that there is no room for wildlands, that the economic component must dominate, then you are in fact and explicitly saying that the differences between the U.S. and the poor overcrowded lands of the earth are diminishing.

If you believe, instead, that we are gaining, then you must find that we have room for these wildlands, that we are able to afford them, and that we cherish them.

It is for those reasons that I support including much larger areas of wilderness in Idaho.

Thank you.

[Applause.]

[The prepared statement of Mr. Radin follows:]

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TELEPHONE 523-9808
AREA CODE 208

March 9, 1988

Senator James McClure
United States Senator
Washington, D.C.

FOR THE PUBLIC RECORD

Re: Idaho Forest Wilderness

Dear Senator McClure:

My name is John Radin. I have practiced law in Idaho Falls, Idaho, for 11 years.

I feel that the issue of the amount of wilderness to be included is not easy for us to decide because we cannot compare the alternatives on a single basis. That is why it must be settled through a political process. Although I will not dwell upon the economic issues it seems clear to me that the amount of revenue received in this state through the large areas of wilderness must certainly be considered. Failure to increase these wilderness areas will have a drastic longterm affect upon this income. But the real issue concerning Idaho Forest Wilderness is only half economic, and my major concern is for a resource which cannot be valued in economic terms.

The issue is really very much one of wildness vs. tameness. We must remember that, in addition to being born free, we were born wild. Most of our genetic heritage is that of a wild thing.

We see in all humanity a pair of great forces, one of wanderlust, the other of homesickness. The urge for adventure, the need to be secure. The bold men spread man's tenure over the earth, but rarely left offspring. The timid reproduced the village's populations. And so here, in each of us, are these duel urges, some of us overwhelmed with homesickness at every turn, others always pressing for new horizons.

It may be the richest expression of American civilization to provide for these dual urges. If this be the case, then the proper management of wild land is not to regiment it, not to standardize its wilderness by opening it up to development, but to maintain a vast diversity, a diversity great enough for the full range of spirit from the great cities in the east coast to the wild scenic beauty of the Idaho Forest Wilderness. Because so little truly wild land is left in America, it is all the more essential that we set this aside for future generations and for the "wildness" in all of us.

I wish to report a few observations I've had observing people in the Idaho Forest Wilderness. I spent several days in the Middle Fork Wilderness Area watching people. My purpose was to see if I could judge in some way the good which comes to Americans from the Idaho Forest Wilderness. Not the use; we measure that with traffic counters, but the good.

I think I learned a little about judging it. Not much of it went to the man from Florida who drove up to the river into a parking slot, spat in the river, and said, "Ain't nothing like this in Florida" and drove off. But those coming out of the wilderness area like the backpackers, horsemen, river runners, they got the most good. Those that go part way in get part of it. Those that go all the way in get the most good. And those that stay on the edges, like the man from Florida, know this.

But if the day comes when they go to a spiritless area, a wilderness area broken to harness, then all the glory will have gone out of it. And another iota of the vitality of America and Americans will be lost.

Let me say something briefly about engines in the wilderness. We all know that there is nothing that takes away the wilderness of an area more than the sound of an internal combustion engine. I oppose the use of land rovers, jeeps, motorcycles, snowmobiles, and the other similar such engines, in the Idaho Forest Wilderness, while assenting to them in many extensive arid regions of the United States where they are already used.

These matters cannot be measured by their economic components. But they must be judged by the legislators, whose principal task, always, is to make judgments when the two sides of a question cannot be weighed with two hands, in the two pans of a balance.

If your judgment is that the resources of America are so hard pushed that there is no room for wild lands, that the economic component must dominate, then you are in fact and explicitly saying that the differences between the United States and the poor overcrowded lands of the earth are diminishing.

If you believe, instead, that we are gaining, then you must find that we have room for wild lands, that we are quite able to afford them, and that we cherish them. In essence what I am saying in conclusion is that the wise use of our wild lands is to manage them to satisfy the human need for wanderlust.

It is for this reason that I oppose the McClure/Andrus Wilderness bill and instead support including much larger areas of wilderness for Idaho.

Thank you.

Yours very truly,

/s/

John Radin
Attorney at Law

JR/jp

Senator McClure. Thank you.

William Grush.

STATEMENT OF WILLIAM H. GRUSH, IDAHO FALLS, ID

Mr. Grush. I consider this legislation to be totally inadequate. Perhaps the most damning part is at the very end. Paragraph (a) of section 309 provides a totally unprecedented definition of what constitutes a road. By this definition I have seen well established roads in the back country of national parks and existing wilderness areas. Two people simply walking abreast across a meadow would be creating a road according to this definition. Paragraph (b) of section 309 instructs the Secretary to exclude any of these roads when establishing the final wilderness area boundaries after the bill is passed. This means that a small group of wilderness trashers on trail bikes could reduce the proposed 1.4 million acres to nearly nothing in a few weeks.

I strongly object to almost every other section of the miscellaneous provisions in Title III of the Act. Particularly objectionable are the loopholes allowing motor vehicle operation and continued exclusive use of outfitter camps. I also object to the continued use of landing strips and all helicopter landings within wilderness areas. The provisions regarding water rights and usage are totally out of place and should be deleted.

Title II of the Act scares me. I read some of the paragraphs five or six times and I still don't know what they say. Is the incomprehensible language intended to obfuscate the relationship between this Act and RARE II? This level of abuse of the English language has no place in legislation as important and controversial as this.

The special management language in section 103 is especially disturbing. There are several references to the forest plan, Clearwater National Forest, dated September, 1987. This bill casts ill-conceived management prescriptions of that plan as federal law while they are still being appealed. This would circumvent the citizens' right to appeal the forest plan as provided by the Congress in the National Forest Management Act. This is worse than bad government—this is bald-faced subversion.

On the subject of the mandated timber sales, I would like the bill to identify the net cost to the American tax payer of having Idaho ship cheap timber to Japan.

Finally, a comment on the proposed wilderness area boundaries. What naive idiocy would make anyone believe that the ORV users will respect the wilderness areas boundaries when they ride along the trail through the middle of the White Clouds? The recent incident involving snowmobiles in the Jedediah Smith Wilderness in nearby Wyoming illustrate the difficulty in enforcing the law even when sane boundaries are drawn. The existence of ORV corridors through wilderness areas makes this law virtually unenforceable.

In closing, I think it's obvious that the concerns of conservationists have been virtually ignored in this legislation.

Thank you.

[The prepared statement of Mr. Grush follows:]

1 of 3

Testimony of William H. Grush on the Idaho Forest Management Act of 1988 presented in Idaho Falls, Idaho on March 10, 1988.

I consider this legislation to be totally inadaquate. Perhaps the most damaging part is at the very end. Paragraph (a) of Section 309 provides a totally unprecidented definition of what constitutes a road. By this definition I have seen well established roads in the back-country of National Parks and existing wilderness areas. Two people simply walking abreast across a meadow would be creating a road according to this definition. Paragraph (b) of Section 309 instructs the Secretary to exclude any of these roads when establishing the final wilderness area boundaries after the bill is passed. This means that a small group of wilderness trashers on trail bikes could reduce the ~~[illegible]~~ proposed 1.4 million acres to nearly nothing in a few weeks. (The Bureau of Land Management's definition of a road should be used for all wilderness classification work)

I strongly object to almost every other section of the Miscellaneous Provisions in Title III of the act. Particularly objectionable are the loop-holes allowing motor vehicle operation ~~within~~ and continued exclusive use of outfitter camps. I also object to the continued use of landing strips and all helicopter landings within wilderness areas. ~~I~~ The provisions regarding water rights and usage are totally out of place and should be deleted.

Grush

2 of 3

Title II of the act scares me. I read some of the paragraphs five or six times and I still don't know what they say. Is the incomprehensible language intended to obfuscate the relationship between this act and RARE II? ~~I strongly believe that if you can't say~~ This level of abuse of the English language has no place in legislation as important and controversial as this. ~~It~~

The special management language in Section 103 is especially disturbing. There are several references the the "Forest Plan, Clearwater National Forest dated September 1987." This bill casts the ill-conceived management prescriptions of that plan as Federal Law while they are being appealed. This would circumvent the citizens right to appeal the Forest Plan as provided by the Congress in the National Forest Management Act. This is worse than bad government - this is bold-faced subversion.

On the subject of the mandated timber sales, I would like the bill to identify the net cost to the American taxpayer of having Idaho ship cheap ~~timber~~ timber to Japan.

Grash

3 of 3

Finally, a comment on the proposed wilderness area boundaries. What naive idiocy would make anyone believe that the ORV users will respect the wilderness area boundaries when they ride along the trail through the middle of the White Clouds. The recent incident involving snowmobiles in the Jedediah Smith ~~area~~ Wilderness in nearby Wyoming illustrates the difficulty in enforcing the law even when sane boundaries are drawn. The existence of ~~[illegible]~~ ~~[illegible]~~ ORV corridors through wilderness areas makes this law virtually unenforceable.

The authors of this bill have been quoted as saying something to the effect that since everyone hates this bill it must be a good compromise. I think that anyone who can buy that kind of perverse logic has been in government much too long. ~~White Cloud The bill designates only [illegible]~~ It is obvious that conservation interests were the last to be considered when this legislation was written. The only way to fix this bill is to discard it.

Senator McCLURE. Thank you.

Mike Mullen.

STATEMENT OF MIKE MULLEN, IDAHO FALLS, ID

Mr. MULLEN. My purpose today is to object to inadequate wilderness designations, special management provisions and water rights language. True wilderness is what we use today as a gauge to compare the quality of all other lands.

The worst case scenario of designating all roadless areas in Idaho to wilderness would be the partial elimination of deficit timber sales, making timber from private lands not only competitive but cost effective. Many candidate wilderness areas have second rate stands of timber of poor quality in the areas where slope and soils make removal and reforestation a ridiculous proposition. The Borah Peaks area of the Lost River Mountains has no timber value and has been prospected to extinction.

The White Clouds corridor is a carbon copy of the proposal created by the ORV people—good luck with Congress. A true wilderness does not allow for ORV avenues to run through it, allow grazers vehicle rights, predator control and water developments within the boundaries, aircraft landing privileges, helicopter skiing, grandfather outfitters the right to permanent camps and allow them new ones disregarding the fact that these camps are currently being phased out of the Frank Church Wilderness.

Special management language concerning water rights eliminates wilderness water rights which could affect the supplies coming into these protected areas.

The U.S. Forest Service does not have the enforcement personnel to administer and patrol special management areas. And in closing I would just like to say that God save wildlands.

Thank you very much.

[Applause.]

[The prepared statement of Mr. Mullen follows:]

For The Hearing Record

My purpose is to object to inadequate wilderness designations, special management provisions & what rights language.

True Wilderness is what we use as a guage, to compare the quality of all other lands.

The worst case senario of designating all roadless areas in Idaho to wilderness would be the partial elimination of deficit timber sales, making timber from private lands not only competitive but cost effective.

Many canidate Wilderness Areas have secound rate stands of timber of poor quality & in areas where slope & soils make removal & reforestation a rediculous proposition. The Borah Peaks area of the lost River mountains has no timber value & has been prospected to extinction.

ORV corridors dividing wilderness areas do just that - Divide them. Instead of creating "greater ecosystems" they create niches thereby limiting migratory animals.

Corridors allow ORV's into the White clouds, Boulders & Trinities. The White Clouds corridor is a carbon copy of the proposal created by the ORV people - Good luck in Congress with that one.

Clark Collins, executive director of the Blue Ribbon Coalition stated that "motorized vechicles don't disturb animals".

A true wilderness does not allow for; ORV avenues to run through it, allow graziers vechicle rights, preditor control & water developments within the boundries, aircraft landing privledges, helicopter skiing, grandfather outfitters the right to permanent camps & allow them new ones disregarding the fact that these camps are currently being phased out of the Frank Church Wilderness.

Special management language concerning water rights eliminates wilderness water rights which could effect those supplies coming into protected areas.

Special Management language ignores existing federal laws dictating National Forest Management.

The USFS does not have the enforcement personnel to administer & patrol special management Areas.

The only resource in Today's society that has the ability to endure the fate of time is Wilderness.

Senator McClure. If the next group of people would come forward, please.

While they are coming forward, would the following people please come to the front row: Marie Bramwell, Les Stone, Gil Singer, Tom Warden, Ruth Doe, Jonathon Stoke, Cindy Thiede.

Roy Moulton.

STATEMENT OF ROY C. MOULTON, ATTORNEY AT LAW, DRIGGS, ID

Mr. Moulton. Thank you, Senator McClure and Governor Andrus. I have a prepared text and I notice that when one reads from his prepared text, no one listens, so I am going to try to speak from the heart and address you personally.

Senator McClure. The prepared text will be placed in the record.

Mr. Moulton. Thank you.

Before coming to this hearing today I obtained from the Forest Service a copy of the map that sets out all of the wildlands of the wilderness areas in the United States, and I want to tell you that I advocate more wilderness. I want to advocate that it's all in Texas. And I only say that partially with tongue in cheek, because as I read the definition of wilderness, that definition is compatible with taking in lands that are untrammeled by man and we find them in their pristine condition. That is not only our high mountain peaks that are most preferred. The result of wilderness designation, sadly, is to push the rank and file of Americans to those least preferred areas and preserving to the foot traveler all of the most pristine.

I was glad someone came up with some facts. I was starting to wonder if all of the elk around Southeastern Idaho were merely stupid. I have hunted all of my life and I know that it's when you get out of the truck, if you dismount the ORV or approach them in person that they run and that they are scared.

I think that the biggest problem with the wilderness issue is silly rules that governments use. The rules ought to allow as many people to utilize it as is compatible with preserving it in its natural condition. Now, around the Tetons in the summer there are too many people, period, and yet we can't have a Port-a-Potty. That has serious implications. And yet in the winter when there is twelve feet of snow and no foot traffic, granddads can't ride on their snow machines. That, too, is silly.

Our wilderness areas vary from everything from Everglades to tundra, to Teton Ranges, to Palisades, and it's silly to take one set of criteria and try to manage all of our wilderness areas by that. I think you have done a commendable job. To some extent with the Frank Church Wilderness of No Return you made some exceptions. I think you need to make more exceptions as long as they are compatible with wilderness ideals. Snow machine seasons, for just one example, is entirely compatible with preserving those values.

Thank you.

[Applause.]

[The prepared statement of Mr. Moulton follows:]

Roy C. Moulton
Attorney at Law
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(208) 354-2977

March 10, 1988

To the Honorable(s):
Senator James McClure
Senator Steve Symms
Representative Larry Craig
Representative Richard Stallings
Governor Cecil Andrus

Re: Idaho Wilderness Proposal

Dear Sirs:

According to the U.S. Geological Survey, there are 488 wilderness areas encompassing 88,747,766 acres in the United States. I question whether we need more. However, the focus of my remarks will address the unnecessary and irrational restrictions on use that functionally preclude the average American citizen from using these areas.

16 USCS Section 1131 defines wilderness and, among other things, states that a wilderness area "is to be managed so as to preserve its natural condition..." This has been interpreted through the code of Federal regulations to prohibit the presence of motorized vehicles/equipment, hang gliders and bicycles and the landing of aircraft. These rules have resulted in a very small minority of our people being able to use these areas

because of age, health, or time. It is a law that limits access to the young and the fit with a lot of time. It is a law that functionally precludes the rank and file, family rearing, productive citizen that doesn't have the time to spend weeks hiking through the wilderness areas or are limited by age or other physical condition. These overly restrictive rules do not address use by the broad cross section of our society and are unnecessarily restrictive in terms of maintaining the values we seek to protect. More use could be allowed without hurting the wilderness character of these areas. In fact, some currently allowed uses are more damaging to the environment than uses not allowed--this policy is irrational.

As an example, I hunt in the Palisades area of the proposed wilderness area. I use horses and hope that I will always be able to do so. But I know from experience that horses can and do cause more damage than 10-speed mountain bikes, or for that matter snowmobiles ever could. If the ground is wet, a string of horses creates a new trail everywhere they go. They tear an existing trail to pieces. Even in dry conditions horses cause more trail erosion than mountain bikes ever could. A mountain bike never ruined the trail, ate the grass or ringed a tree--neither has a snow machine.

When the Jedediah Smith Wilderness area was proposed, you took away some of the really good snowmobiling in this state. The open snow fields, the serenity, and majesty of the sub-alpine snowmobiling experience are all being gobbled up by wilderness designation. The snowmobile does absolutely nothing to hurt the "natural condition" of our mountains. In the spring or after every snowstorm, all evidence of their having been there has been erased. In the dead of winter when snowmobiling is possible in the high country, there are no game animals present--few non-game animals (occasionally one will see a tree squirrel, martin or a rabbit). These areas are so remote that cross-country skiers do little more than touch the fringes. In the winter the wilderness areas of Idaho go almost totally unused.

A snowmobile season in parts of the wilderness would open the use to a much greater number of our people. What rational justification is there to prohibit this use? Snowmachining is entirely compatible with "preserving its natural condition." Old, overweight, feeble, and young people with only a few hours of time can snowmachine in some of the most remote areas. If noise pollution is the issue, why let airplanes fly over wilderness areas? There are very few people, when compared to our society as a whole, who cross-country ski in wilderness areas. We don't need all of the approximately 488 wilderness areas to accommodate that use. At the minimum, it seems that a rational management policy would allow snowmobilers to utilize large areas of these wilderness areas during snowmobiling season.

It would take too long to address all other uses currently prohibited that are compatible with preserving the wilderness resource. I won't take the time and space here to address each one. The rule book should, however, accommodate as much use by as broad a cross section of our society as is possible so long as the interests sought to be protected are not compromised.

The rules governing wilderness use are as of this date unnecessarily restrictive and largely irrational. The object is to protect the "natural conditions", not to arbitrarily limit use. We are not advocating strip mining and logging and the attendant roads and depredation of these beautiful, natural resources. We are not advocating uses that destroy wilderness characteristics--we are advocating rational standards of use that allow us, the majority of Idahoans and Americans, the opportunity to use these areas. We believe that it is the productive, family rearing, working American who is being deprived the opportunity to benefit from these national treasures. What opportunity do we extend to the aged or handicapped to benefit from these areas?

So far, you have told us by legislation that these areas should be "preserved". 16 USCS Section 1131. Then, you let the bureaucrats write the use rule book! 36 CFR Ch.11 Section 261.16. Wilderness' range in size from ten thousand acres to many million acres. It seems illogical to me that each wilderness area doesn't have its own use guidelines--compatible with preserving the values stated in the wilderness bill. The geography of the various areas differs as much as the size. Surely we don't expect to manage the everglades by the same rule book as the Alaskan tundra. It follows that the Tetons or Palisades should not be managed by the same rule book as the Ozarks.

Volumes could be written about the economic impact to the communities adjacent to wilderness areas. The wilderness could be an economic benefit if enough people could use them. But if you continue to preclude the use to so few by ridiculous rules that go far beyond preserving the wilderness characteristics, wilderness designation is a distinct local disadvantage.

It is my proposal that whatever areas end up being recommended for wilderness designation, our Idaho delegation will insist that that legislation allow all uses that are compatible with preserving the "natural condition" of these resources. That should include the use of mountain bikes, snowmobiles during certain periods of the season, and other exceptions not addressed here. I request that you, as our Idaho Delegation, represent a practical and rational voice of reason on this issue of wilderness use.

Thank you,

Roy C. Moulton

Roy C. Moulton

Senator McClure. David Hartshorn.

STATEMENT OF DAVID L. HARTSHORN, DRIGGS, ID

Mr. Hartshorn. My name is David Hartshorn. You have my proposal in front of you. The cover on my proposal is a picture and it's a view of my son on his snowmobile with the Teton Range in the background. And the reason I put that there is because his son will never be able to see that view, nor will your son or anybody else's children, because that is now in the Jedediah Smith Wilderness area, and we are not allowed to go up there in the winter.

Now I am going to get lash from the environmental groups here, and I am going to abbreviate my next page, but I want to say that snowmobiles do not harm the wilderness in any way.

[Applause.]

Mr. Hartshorn. The Jedediah Smith Wilderness area, which I have the experience with, I have ridden up in the Green Mountain-Green Lakes area since 1972 and I have never seen a cross-country ski track up there. That's a little too difficult for them to get there. So the snowmobilers can't go there, so there sets an area that has the most magnificent beauty in the whole world and nobody can see it.

Just recently in that same wilderness area and very near to there, just a month ago, in fact, a ten-year-old Idaho Falls boy was saved in the Jedediah Smith Wilderness area by snowmobilers. And attached is a statement from the Teton, Wyoming, sheriff saying that his life was saved because of snow machine tracks. And we were lucky that we got in there and out of there and got the boy saved without the Forest Service knowing we were going there, or it would have cost somebody $500 to save that boy's life. You might ask his mother about how she feels about snowmobiling in the wilderness.

The reason why my proposal is so thick is because when I got an appointment with you for this and started writing my letter, I had many people start calling me and asking what they could do to support me, so I said, well, I'll write up some pages here that says that my statements and my letter are the same as yours, and you can sign it. And then I kind of had a goal to get a couple of hundred signatures to sign that. I have six hundred signatures here. And I might add that I have heard two people who say that they don't favor what I am saying. Now, six hundred to two to me is a great majority in the State of Idaho. And I think many, many more signatures could have been obtained.

Senator McClure. The statement attached to your statement will be made a part of the committee file. Thank you.

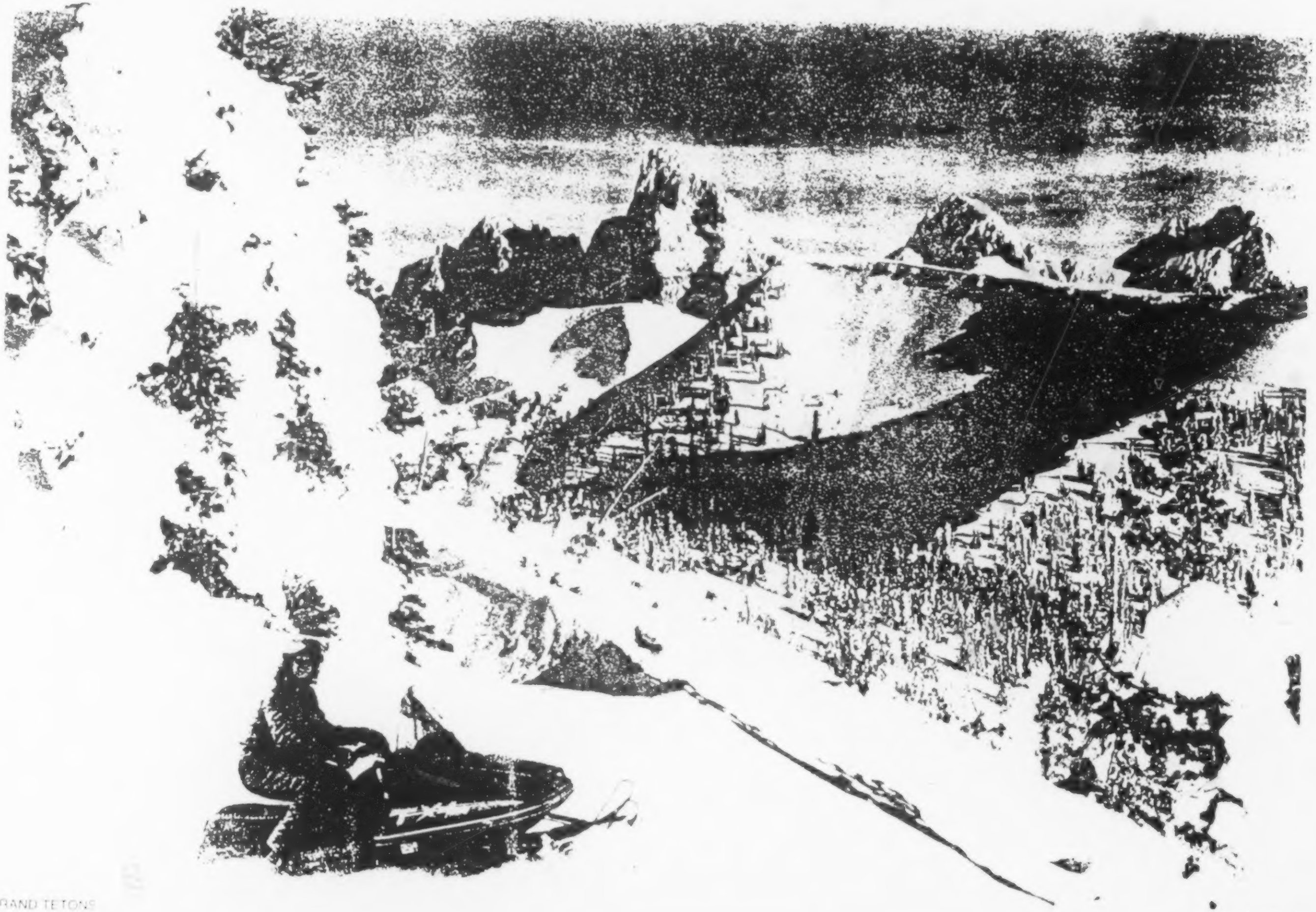
Mr. Hartshorn. I want to say just one more thing. I was going to ask a couple of questions. I was going to ask what are you going to do about this, and I am happy, Senator McClure, I have noticed, I have been here all day, that I notice that you are listening very well, and I appreciate that. And the other question I have is can we get time to really discuss this? And I know what that's all about, so I am going to invite you and Governor Andrus to come up, and you'll have to get the permission, but we'll take you on a trip up there to show you exactly what we are talking about.

Thank you.

Senator McClure. Thank you.

[Applause.]

[The prepared statement of Mr. Hartshorn follows:]



GRAND TETONS

10 March 1988
Driggs, Idaho

Senator McClure,

My position on the proposed wilderness area designation in the State of Idaho is that we definitely need a variance to allow snowmobiles into wilderness areas. SNOWMOBILES DO NOT HARM WILDERNESS IN ANY WAY. Access is needed so that myself, my children, my grandchildren, and all others who want can enjoy the magnificent beauties of these areas.

Under the present "No Motorized Vehicles" designation in present and proposed wilderness areas, the very smallest percent of people even get to see what we are trying to preserve; hence, why preserve them?

Another fallacy of this category is that even the Forest Service employees can't take a chainsaw in to clear trails. Now isn't that asinine?

Very recently the life of a ten year old Idaho Falls lad was saved as the result of snowmobiling in the Jedediah Smith wilderness area. That could have been a sad consequence to credit to the obedience of a rule that should never have passed in this great just and democratic society.

I also could mention benefits to wild animals and economic benefits from allowing snowmobiles into wilderness, but would rather spend my time proving to those who object that they are wrong and unjust in their thinking.

I am attaching a Teton Valley News article where Sherriff Roger Millward stated that snowmobiles saved a life in a wilderness area and am also attaching a list of a few supporters who believe as I do. I can get many more signatures of people who believe this way and will do so if that is deemed necessary.

I hope and pray that you will have the fortitude to legislate what is right and just and not what sounds good coming from a few radical people.

Yours truly,

DAVID L. HARTSHORN
Driggs, Idaho 83422

Presentation sequence for cover letter:

Summarize if necessary. Not enough time.

Count signatures.

My concern is that you already have your mind made up to force this issue through and nobody is going to change that. Even the Media has picked up on this and many people that I talked to felt this attitude. If this is so, then you need to take a long hard look at your position as our legislator of laws that are against the Idaho way of life.

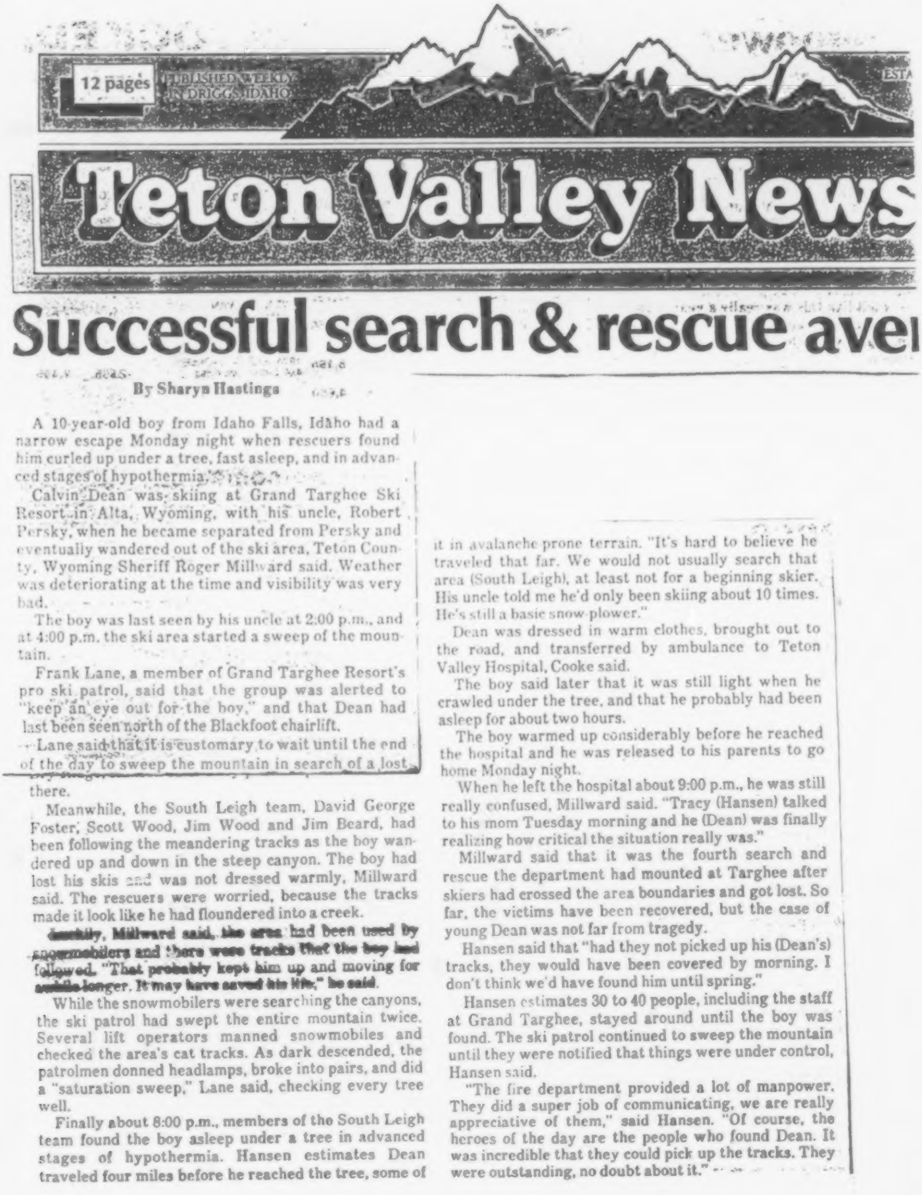
I know that the MAJORITY of Idaho residents feel that we are being restricted from our heritage and that a lot of these restrictions have no sound reasoning. The restriction of snowmobiles in wilderness areas is in this category.

My questions are:
Are you really going to do something about what I am saying?
Can we get the time to really discuss this?

We could take you on a snowmobile trip into the wilderness area that we are familiar with and really show you exactly what we mean, if you would gain permission to do so.

Thank You.

David L. Hartshorn



12 pages
PUBLISHED WEEKLY
IN DRIGGS, IDAHO
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Teton Valley News

Successful search & rescue aver

By Sharyn Hastings

A 10-year-old boy from Idaho Falls, Idaho had a narrow escape Monday night when rescuers found him curled up under a tree, fast asleep, and in advanced stages of hypothermia.

Calvin Dean was skiing at Grand Targhee Ski Resort in Alta, Wyoming, with his uncle, Robert Persky, when he became separated from Persky and eventually wandered out of the ski area, Teton County, Wyoming Sheriff Roger Millward said. Weather was deteriorating at the time and visibility was very bad.

The boy was last seen by his uncle at 2:00 p.m., and at 4:00 p.m. the ski area started a sweep of the mountain.

Frank Lane, a member of Grand Targhee Resort's pro ski patrol, said that the group was alerted to "keep an eye out for the boy," and that Dean had last been seen north of the Blackfoot chairlift.

Lane said that it is customary to wait until the end of the day to sweep the mountain in search of a lost

there.

Meanwhile, the South Leigh team, David George Foster, Scott Wood, Jim Wood and Jim Beard, had been following the meandering tracks as the boy wandered up and down in the steep canyon. The boy had lost his skis and was not dressed warmly, Millward said. The rescuers were worried, because the tracks made it look like he had floundered into a creek.

Luckily, Millward said, the area had been used by snowmobilers and there were tracks that the boy had followed. "That probably kept him up and moving for awhile longer. It may have saved his life," he said.

While the snowmobilers were searching the canyons, the ski patrol had swept the entire mountain twice. Several lift operators manned snowmobiles and checked the area's cat tracks. As dark descended, the patrolmen donned headlamps, broke into pairs, and did a "saturation sweep," Lane said, checking every tree well.

Finally about 8:00 p.m., members of the South Leigh team found the boy asleep under a tree in advanced stages of hypothermia. Hansen estimates Dean traveled four miles before he reached the tree, some of it in avalanche prone terrain. "It's hard to believe he traveled that far. We would not usually search that area (South Leigh), at least not for a beginning skier. His uncle told me he'd only been skiing about 10 times. He's still a basic snow-plower."

Dean was dressed in warm clothes, brought out to the road, and transferred by ambulance to Teton Valley Hospital, Cooke said.

The boy said later that it was still light when he crawled under the tree, and that he probably had been asleep for about two hours.

The boy warmed up considerably before he reached the hospital and he was released to his parents to go home Monday night.

When he left the hospital about 9:00 p.m., he was still really confused, Millward said. "Tracy (Hansen) talked to his mom Tuesday morning and he (Dean) was finally realizing how critical the situation really was."

Millward said that it was the fourth search and rescue the department had mounted at Targhee after skiers had crossed the area boundaries and got lost. So far, the victims have been recovered, but the case of young Dean was not far from tragedy.

Hansen said that "had they not picked up his (Dean's) tracks, they would have been covered by morning. I don't think we'd have found him until spring."

Hansen estimates 30 to 40 people, including the staff at Grand Targhee, stayed around until the boy was found. The ski patrol continued to sweep the mountain until they were notified that things were under control, Hansen said.

"The fire department provided a lot of manpower. They did a super job of communicating, we are really appreciative of them," said Hansen. "Of course, the heroes of the day are the people who found Dean. It was incredible that they could pick up the tracks. They were outstanding, no doubt about it."

BEST AVAILABLE COPY

Senator McClure. Floyd Fantelli.

[No response.]

Senator McClure. Doug Isbell.

STATEMENT OF DR. R. DOUGLAS ISBELL, IDAHO FALLS, ID

Dr. Isbell. I want to testify for this Senate committee. I consider myself a probably middle of the road citizen in the state. I am not an avid arch environmentalist and nor am I an arch ORV user. I think I have credentials. I have horses and snowmobiles and until recently I had motorcycles. I have a degree in biology before I went into medicine. I served on the advisory council for the Bureau of Land Management.

My testimony in general is limited to the Fall Creek-Bear Creek Wilderness Proposal. From someone who has extensive experience riding and taking time in that region, I think that's a very wise decision that's been made, and I voice support for the inclusion of that. It does not limit roads, it does not limit access to senior citizens, but what it does do is it protects major big game habitat. Looking back on my skills as a biologist before I went into medicine, it is incredible the amount of erosion and damage that it has done to those fragile ecosystems by the trail machines. They can talk about trails, that's fine, but the sides of the mountains are tore up. There is erosion, and that's interfering with the populations.

I have proposed a small change in the border, and that will be in the written testimony. It's just simply making Fourth of July Ridge, which is critical elk winter range, including a five section area, just making the border going along with the forest border. That's the main substance of what I would like to testify.

The other thing, though, that I would like to voice some opposition to is section 308. It's very concerning to me that we are granting separate sets of rules for outfitters as we are for private individuals. I have hunted as a private individual extensively in the Sellway-Bitterroot, but I have also been on guided hunts in Alaska, Montana, Wyoming, and Idaho, so I have experience in all. I had never anticipated nor has anyone I have been with anticipated the special provisions that seem to be included in that law. That's very concerning to me. I think that citizens are citizens and we ought to be equal.

Thank you.

Senator McClure. Thank you.

[Applause.]

[The prepared statement of Dr. Isbell follows:]

TESTIMONY FOR THE SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS FIELD HEARINGS ON THE IDAHO FOREST MANAGEMENT ACT OF 1988 (SENATE BILL 2055) - Idaho Falls, Idaho, March 10, 1988

My name is R. Douglas Isbell, M.D. I am testifying as an individual in these hearings. I am an avid outdoorsman who spends much time in the wild lands of this country. I own horses, snowmobiles, and until recently, motorcycles. I, therefore, believe that I represent a reasonable cross section of the population. I graduated Magna Cum Laude from the University of Utah with a degree in biology and did research on plant life and distribution in northern Utah. I serve on the Bureau of Land Management Advisory Council in the Idaho Falls, Idaho, District.

My testimony is in general support of the "Andrus-McClure Wilderness Bill." I, however, will propose a small change in the border of the wilderness in the Palisades Wilderness and also voice strong opposition to Section 308.

My evaluation of the Palisades Wilderness is one of strong support. I use this region extensively and therefore have first hand knowledge of the land. As is known by the Committee, this area is important wildlife habitat. Over the years I have personally witnessed repeated abuse of this range land by the off road vehicle users(principally motorcycles and four/three wheelers). This land is characterized by patches of timber interspersed with open hillsides of various species of brush and grasses. The open hillsides are the targets of the ORV users. The resulting erosion has damaged considerably this delicate ecosystem and must be stopped if we are to preserve this habitat. Geographically, this semiarid steppe climate takes decades to repair the damage created in one season. Often times erosion occurs first making the damage irreparable.

My proposed change in the border would occur on Fourth of July Ridge. This comprises critical elk/deer winter range. Again, this region mainly is the open hillsides of grasses/brush which the animals require for winter use. This also is an area where individuals are tearing up the slopes. My proposed change would simply have the wilderness include 5 more sections as I've described on the attached map. The change would include sections numbered 15, 16, 21, 22, 27. The change would have the wilderness boundary coincide with the forest boundary along this area. On the map, the new solid line represents the forest boundary. The double line is where I'd recommend altering the boundary. This would have no impact on the lawful ORV users. It would not obstruct any roads. Rash Canyon and the trails into the South Fork of Fall Creek and Willow Springs Creek would be unaffected. It would, however, give protection to the critical wildlife winter range on Fourth of July Ridge.

My other area of comment on the Bill is strong opposition to Section 308. This seems to be another attempt to give unprecedented, unfair support to commercial outfitters and guides. I realize that outfitters bring significant economic impact into their communities. However, if one tries to analyze a "wilderness experience" then we should include ALL users. If an individual hires a commercial outfitter to take him on one of these "wilderness experiences" it should be exactly that. It should be no different than any private user could have the opportunity to do. It seems absurd and an outrage to me to think that someone could go with an outfitter and find his "cache" that had been stored for months or years and then sleep in his "shelter" (log or wooden cabin) while the private user must pack all of his own supplies in with him and sleep in his tent and cut his wood with an axe or hand saw and then pack his own refuse back out. To go even further, the outfitter and client are guaranteed their camp spot while the private user must find one that's left over. The outfitter, can of course, claim that the only water for 2 hours horse back ride is also his claim. Further, if the unfortunate private user picks a camp site that the outfitter feels he has claimed for some future use then he'll be run off at gun point. That may seem melodramatic, but that's the way it will be if the Section 308 passes unaltered. The guaranteed camp spots, water, and caches are already being done - some legally, some not.

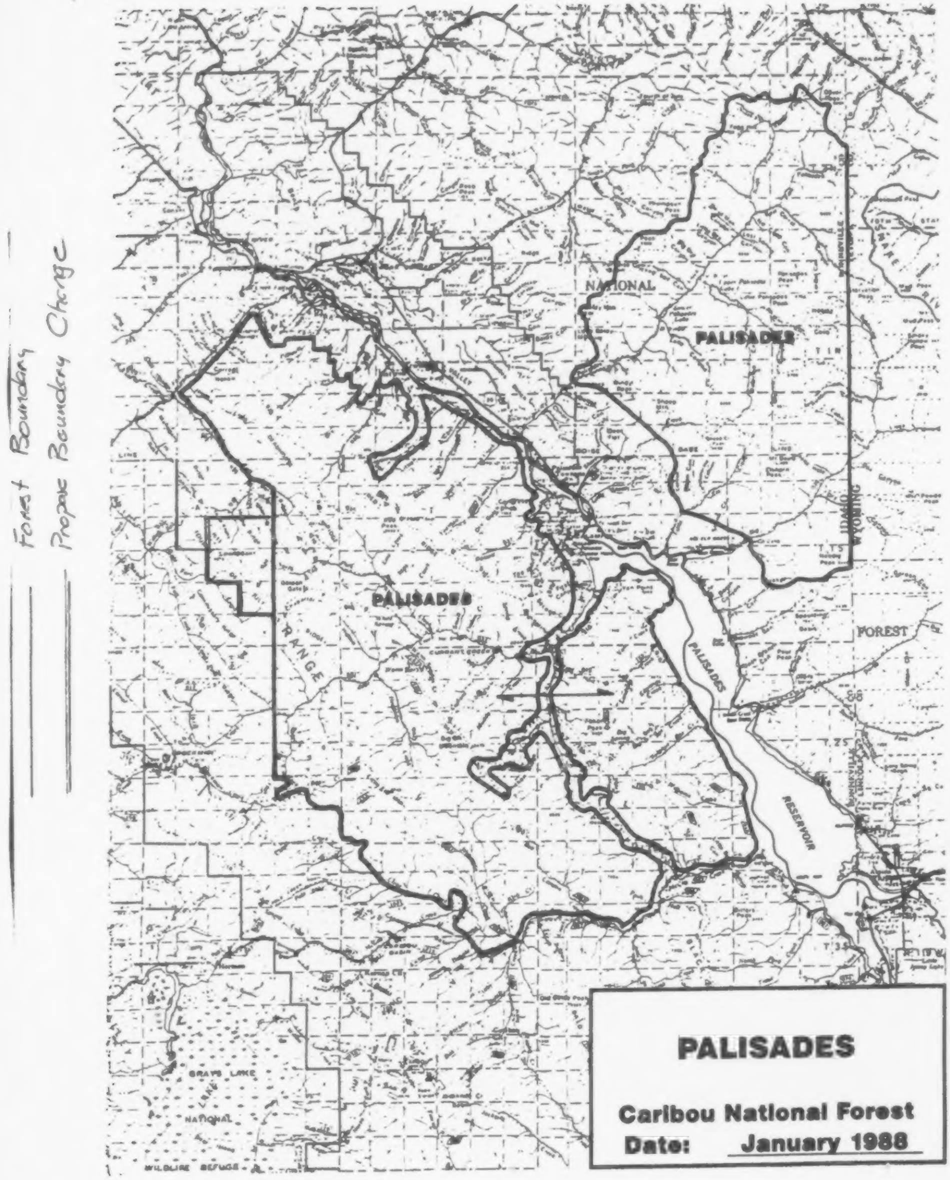
If the outfitters use the arguement about the expense and trouble of packing their camps in and out, the answer is simple. That is what they are in the business to do. The client who is paying for this "wilderness experience" should bear the expense. I've hunted extensively in the Selway-Bitterroot Wilderness as a private user and have also hunted with outfitters in Alaska, Montana, and Idaho. When on guided hunts, in a wilderness, I expect to be treated the same and governed by the same laws and regulations as any private individual. In my experiences, I've never seen or heard of anything like what's being proposed in Section 308. If this section goes unaltered, it will be interesting to see what the Courts think of this blatant discrimination. My final assessment is: If wilderness is wilderness, then let all individuals be treated equally and fairly. The paying client of an outfitter has no more rights or privileges than any other individual. Neither the commercial guides and outfitters, nor the private users own the wilderness, they should all be treated and regulated equally.

Sincerely,

R. Douglas

R. Douglas Isbell, M.D.
2045 Ross Avenue
Idaho Falls, Id. 83406

Map # 21


Forest Boundary
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LINE
GRAYS LAKE
NATIONAL
WILDLIFE REFUGE
PALISADES
Caribou National Forest
Date: January 1988

Senator McCLURE. Heather Isbell.

STATEMENT OF HETHER ISBELL, IDAHO FALLS, ID

Ms. ISBELL. Thank you for this opportunity to participate in this democratic process. It's really a privilege for me.

I am voicing my concern about the damage the off road vehicles can do. I have seen it firsthand on the mountainsides. We live in a desert step kind of climate that has very little moisture and oftentimes the soil is rather thin in those areas, and what damage can be done in one season can't often be repaired over decades. Also, once erosion begins, many times it can never be repaired and critical animal range is lost.

Another concern I have is perhaps unintentionally, but there has been a great deal of deception or misunderstanding concerning the petitions circulated. Often people around this town I have talked to firsthand signed the petitions against the wilderness because they felt they could never take a horse in there, they could never camp in there or anything. There is a lot of misunderstanding. And some of the signatures on those petitions are of misunderstood people, and I am not implying that they are intentional misunderstandings, but there is a lot of misunderstanding there.

The other thing I am very concerned about, I think we need wilderness. It's a nonrenewable resource. Once it's gone, it's gone. We can't sell it now because we can't—if we sell it all now, there is no more. What are we going to live on in the next hundred years, so we can't sell off more. I want to go on record as saying I hope there is wilderness. If we can get some in Texas, I'll take that, too. And even if I never see it because I am too burdened down with children and fat, if I can't walk up there and see it, I just want to know that it's there and there is a place for the animals and plants, because they have a place and a right to this world, too.

Thank you very much.

[Applause.]

Senator McCLURE. Cyril Slansky.

STATEMENT OF CYRIL M. SLANSKY, IDAHO VICE PRESIDENT, FEDERATION OF WESTERN OUTDOOR CLUBS, IDAHO FALLS, ID

Mr. SLANSKY. Thank you, Governor, Senator McClure.

I am speaking as the Idaho vice president of the Federation of Western Outdoor Clubs. This is a group of 44 outdoor clubs representative of the western states and including three Idaho clubs, two here in Idaho Falls. I wish to state the Federation's formal resolution of 1984 favoring 5 million acres for wilderness status from the remaining 9.3 million acres at that time. The current plan of the Idaho Wildlands Defense Coalition of 4 million acres would fit the Federation's resolution. In fact the bill submitted by Kostmayer in the House of Representatives, H.B. 1512, was developed with input from Idaho conservationists and is acceptable to FWOC.

The 44 clubs have a total membership of over 600,000. These people are devoted to recreation involving nature in its unaltered state. Our members are backpackers, hikers, bird watchers, fishermen, wild river rafters and kayakers, mountain climbers, cross-country skiers, and photographers. We do not support motorized recreation of any sort. To us a wilderness environment is all important. As recreation and tourism become Idaho's top industries, we need every acre of prime wilderness land to meet the needs of the visitors and of course of Idahoans. Do not underestimate the importance of our wildlands on the development of high technology in this state. The professional men and women who have come to the Idaho National Engineering Laboratory were drawn by the recreational opportunities and stay on because of the unusual combination of professional success and a superior environment.

Finally I wish to plead for the needs of Idaho's future generations. A lasting legacy of a 4 million acre addition to the existing national recreation areas would be one of the greatest gifts we could pass on to the Idahoans of the state's second centennial.

[Applause.]

[The prepared statement of Mr. Slansky follows:]

TESTIMONY ON S 2055. Idaho Falls 3/10/88 Cyril M. Slansky

The Federation of Western Outdoor Clubs is a group of 44 outdoor clubs representative of the Western states and including 3 Idaho clubs. I wish to state the Federation's formal resolution of 1984 favoring 5 million acres for wilderness status from the remaining 9.3 million acres of roadless U.S. Forest Service land. Since 1984 there have been some reclassification of certain areas and the current plan of the Idaho Wildlands Defense Coalition of 4 million acres would fit the Federation's resolution. In fact the bill submitted by Kostmayer in the House of Representatives, HB 1512, was developed with input from Idaho conservationists and is acceptable to FWOC.

The 44 clubs of the FWOC have a total membership of over 600,000. These people are devoted to recreation involving nature; nature in its unaltered state. Our members are backpackers, hikers, bird watchers, fishermen, wild river rafters and kayakers, mountain climbers, cross country skiers and photographers. We do not support motorized recreation of any sort. To us a wilderness environment is all important.

The popularity of a wilderness experience has increased greatly in the past 25 years. A measure of the change is in the data, for instance, from the Sawtooth National Recreation Area. As recreation and tourism become Idaho's top industry we will need every acre of prime wilderness land to meet the needs of these visitors and, of course, of Idahoans.

Do not underestimate the importance of our wild lands on the development of high technology in this state. The professional men and women who have come to the Idaho National Engineering Laboratory were drawn by the recreational opportunities and stay on because of the unusual combination of professional success and a superior environment. Future technical expansion throughout the state will depend on the continued high quality of life based in part on our wilderness contribution.

The Federation's concern over Idaho's future wilderness is based in many instances on its member's extensive exploration of Idaho's wild lands. These recreationists know what we have, what it means to them and how they view the future management of the land. They know how important wilderness is to their mental and physical health in this age of high speed, impersonal and stressful living. The pressure of our crowded urban areas needs relief by recreation in a peaceful and natural setting. The Federation has supported good wilderness bills in all Western states.

Finally I wish to plea for the needs of Idaho's future generations. A lasting legacy of a 4 million acre addition to our existing National Recreation Areas would be one of the greatest gifts we could pass on to the Idahoans of the state's Second Centennial. At this time we need a genuine Idaho Centennial Wilderness Act instead of an Idaho Forest Management Act.

Cyril M. Slansky
Idaho V.P. FWOC

Senator **McClure**. Is John Erickson here?

[No response.]

Senator **McClure**. Richard Farman.

STATEMENT OF RICHARD F. FARMAN, IDAHO FALLS, ID

Mr. **Farman**. My name is Richard Farman.

My written testimony, while brief, is still too long to read in the allotted time, so I will present an abbreviated statement that is somewhat different in content.

I saw an aide to Senator McClure on the morning news this morning offering the opinion that this bill must be a reasonable compromise because it is being criticized from all sides. I think that this is an outstanding example of erroneous logic.

[Applause.]

Mr. **Farman**. The merit of the bill should not be judged by the volume or quantity of criticism but rather by its quality and persuasiveness. If you believe that the remnants of America's unspoiled wildlands should be sacrificed so that people who want to play on motorcycles can have 25½ million acres of public lands of Idaho instead of 23 million acres, then you might draw such a conclusion. This bill is bad because it fails to protect enough of the remaining 9 million acres of Idaho wilderness areas, and because it allows motor vehicle corridors in the small amount of wilderness it does specify.

Considering all the federally owned lands in Idaho, there are already 18 million acres roaded. Yet if 4 million more were designated as wilderness, there would then be 23 million acres of nonwilderness. Therefore, the 4 million acres recommended by the Idaho Wildlands Coalition represents a reasonable resolution. This land which on a national basis is a very small area belongs to all people present and future. Please do whatever is necessary to save it.

Thank you.

Senator **McClure**. Thank you.

[Applause.]

[The prepared statement of Mr. Farman follows:]

Testimony of Richard F. Farman on the 1988 Idaho Wilderness Bill

March 11,1988

I appreciate the opportunity to comment on the legislation under consideration in these deliberations. Any action taken by the U.S. Congress with regard to the disposition of the remnants of our wild lands will have a profound effect on our future quality of life and the opportunities of future generations of Americans. The principal question regarding wilderness is not, "how much more" but rather, "how much less." We cannot create new wilderness, we can only lose what we have.

Why should we preserve wilderness? For wildlife, for water quality, for biological diversity, and for the sheer beauty of it to list a few reasons.

The bill created by Governor Andrus and Senator McClure falls far short of saving a reasonable amount of that which could qualify for wilderness protection. We must examine the quantities involved because it puts the issue into perspective.

Nationally, there are only about 30,000,000 acres in the wilderness system. This amounts to on the order of one percent of the contiguous 48 states. It can hardly be said, therefore, that we are overrun with wilderness. Idaho has about 31,000,000 acres of public land administered by the Forest Service and BLM. Of these, about 18,000,000 have already been roaded and about 4,000,000 have been afforded wilderness protection. The fate of the remaining 9,000,000 acres is now in question. If we protect only 4,000,000 acres of these,as suggested by the Idaho Wildlands Defense Coalition there would then be 23,000,000 acres of non wilderness public land in this state. This would be a ratio of nearly 3 to 1 in favor of nonwilderness. Therefore, saving the 4,000,000 acres is a reasonable proposition. Saving only 1,400,000 acres is excessively parsimonious.

I wish to turn briefly to the opposition to wilderness. Without them, all 9,000,000 acres, and more would have been protected long ago. They fall mainly into two categories; those with economic interests and those with a penchant for mechanized recreation. The attitudes of the commercial interests, while disagreeable are at least understandable.

The attitude of the off-road vehical enthusiasts, on the other hand, is a puzzling abberation. They oppose wilderness protection for the most frivolous of reasons. They want to be able to run their machines over every square inch of this earth, regardless of the consequences, simply because they think it is fun. Their version of fun is also destructive to the resource and destructive to the less intrusive enjoyment of those who travel by foot and horseback.

No otherwise destructive activity can be legitimized solely on the basis of being fun. Any number of deviant pastimes are undoubtedly considered to be pleasurable by those who engage in them. There ought to be more meritorious arguments for failure to preserve more of our remaining wilderness than motorized recreation and short-term economics. To reiterate, even with an addional 4,000,000 acres of wilderness they would have 23,000,000 acres of this state, alone. One would think that to be sufficient.

Aside from the tragic absence of some 2,500,000 acres of land, the bill contains other unfortunate provisions that should not be allowed into legislation; namely, the provisions for special management areas and the off-road vehicle corridors into some of the areas designated as wilderness.

I hope that these comments will be accepted favorably by the committee. You have the ability to protect some of what is left of our undamaged environment. This is public land - it belongs to all Americans. Please help us save it.

Thank you.

Senator McClure. I think it may be time to take a break. When we come back after the break, those names that I called earlier should come to the tables on the stage. And then the following people should please come to the front row: Evan Tibbitts, David Adams, Roy Shaw, Pam Lilburn, Lee Whiting, Priscilla Hearst, David Taylor, and Doug Wenzel.

I might also announce that those whose names have already been called who were on the list and were not here at the time their names were called, we will again go through those names at the end of the hearing list and give those an opportunity, if they may have been late getting here. Those whose names do not appear on the list, which would include those who have not previously called and those who called after noon yesterday, if you would please register on a list in the lobby. There is a tablet outside the doors. If you would please get your name on that list and we will call you in the order in which the names appear on that list.

We will take a five-minute break.

[Short recess.]

Senator McClure. If we could come to order, please. I note that the panel is in place.

Marie Bramwell.

STATEMENT OF MARIE C. BRAMWELL, ROBERTS, ID

Ms. Bramwell. I am Marie Bramwell, a 66-year-old native Idahoan, having resided in Jefferson County all of my life. I represent no group except my family: My husband, my children, and their spouses, and my grandchildren, who all love the great outdoors, 33 of us, in fact.

I am speaking because I resent Easterners, so-called environmentalists, the Rockefeller Recreation Commission, and any other groups or persons who persist in telling us here in Idaho and in other western states what we can and cannot do with our land and our water.

I believe in maintaining a good environment and conserve the beauties of nature that we now enjoy—but I don't believe in being so radical about it that we might as well build a high wall around it and lock the gates so only a few can use it or enjoy it.

As a family, we do not take mechanized vehicles into these areas, but we have been trail riding, horseback, into the nearby mountains for over 25 years in the national parks, even the wilderness areas that are wilderness now. As horseback riders, we feel threatened that eventually our privileges are going to be limited or taken away entirely. I feel that our freedoms are being gradually eroded.

The land does not belong to the government, it belongs to the people, and not just the environmentalists. Multiple use should be the norm except in special fragile areas.

Government agencies are needed to manage the land and I believe that the Forest Service was doing a fairly good job of it before RARE II became an issue. For example, the Alaska Basin on the west side of the Tetons was closed to motorized vehicles for good reason quite a while before such wilderness designation became an issue.

Our state water rights should be kept under control of our state, not turned over to the federal government. It is absolutely essential that we keep local control.

I think we all need to commend and praise Senator McClure and Governor Andrus for their time and efforts in putting together this Wilderness Bill, in trying to appease the demands of the pro-wilderness people, while still trying to maintain some of our rights. Whether or not it passes, it is time for the people of Idaho and other western states to say: Enough is enough. Back off and leave us alone. We love our state and will help take care of it. We don't need your laws to close our lands to us.

Thank you.

[Applause.]

[The prepared statement of Ms. Bramwell follows:]

Roberts, Idaho
Mar. 8, 1988

Concerning the Idaho Forest Management Act of 1988

To whom it may concern:

I am Marie Bramwell, a 66 year old native Idahoan, residing in Jefferson County all my life. I represent no special group, except my family: my husband, my children and their spouses, and my grandchildren, who all love the great outdoors.

I am speaking because I resent Easterners, so-called Environmentalists, the Rockefeller Recreation Commission, and any other persons or groups of people who persist in telling us here in Idaho and in other Western States what we can and cannot do with our land and our water.

I believe that it is necessary for us to maintain a good environment and conserve the beauties of Nature that we now enjoy--but I don't believe in being so radical about it that we'd might as well build a high wall around it and lock the gates so only a few can enjoy or use it.

I don't believe that it is right, for instance, for trails to be maintained without the use of chains saws, or for old miner's cabins that happen to be in the mountain country to be torn down. They are part of our history, our heritage. Forest fires should not be allowed to burn themselsves out if they can be controlled in certain areas. Windfall timber, like in the Enos Lake Area in the Teton Wilderness, should be harvested if and when it is economically feasible to do so, rather than left there to rot and become a fire, insect, or disease hazard, even if it means having the lumber companies build roads and then restore the area back to natural, removing the roads and replanting trees.

I'm not happy about giving Yellowstone and Teton National Parks and Teton Wilderness over to the Grizzlies, so that one has reason to fear for his life if he goes into these areas. I'm opposed to introducing wolves into our parks and forests. (How about sending some of the grizzlies and wolves to Central Park?) At the very least, ranchers should be allowed to protect their livestsock from grizzlies and wolves outside these areas.

As a family, we do not take mechanized vehicles into those areas, but have been trailriding, horseback, into the nearby mountains for over 25 years. As horsesback riders, we feel threatened that eventually our privileges are going to be limited or taken away entirely, as I feel our freedoms are being eroded.

The land does not belong to the government--it belongs to the people--and not just the environmentalists. Government agencies are needed only to manage the land. Multiple use should be the norm except in special fragile areas. Alaska Basin on the west side of the Tetons was closed to motorized vehicles long before it was put into the Jedediah Smith Wilderness several years ago. This demonstrates that the Forest Service can manage such a situation without wilderness designations, when it is necessary, and I suspect that most of the wilderness areas in Eastern Idaho proposed by this bill could be managed just fine by the Forest Service under multiple use with special management practices and closures where specifically needed.

There used to be a nice well-kept log cabin type double restroom (that blended into the scenery) about a quarter of a mile away away from the campground at Mirror Lake in Alaska

Basin. This was removed, I suppose, to meet wilderness requirements, as if taking down the restrooms eliminates the need for them.

Motorized trail bike and snowmobile riders maintain many miles of trails, lessening the burden for the Forest Service. If more and more land is put into wilderness, who is going to maintain the trails (especially without chain saws)? I shudder to think of all the rangers that the Forest Service will have to bring into Idaho from out of state to police all these many acres to keep the motorized vehicles out.

On a weekend last June we rode our horses into the Garn Mountain area, which is NOT closed to motorized trail bikes. We found the trails well maintained, with no excess erosion and no vandalism. The bike riders, men and women, were friendly and courteous.

Our State water rights should be kept under the control of our State, not turned over to the Federal Government. It is absolutely essential that we keep local control.

I think we all need to commend and praise Senator McClure and Governor Andrus for their time and efforts in putting together this Wilderness bill, in trying to appease the demands of the pro-wilderness people, while still trying to maintain some of our rights. Whether or not it passes, it is time for the people of Idaho and other Western States to say: ENOUGH IS ENOUGH! Back off and leave us alone! We love our State and will help take care of it. We don't need your laws to close our lands to us.

Sincerely,

Marie C. Bramwell

Marie C. Bramwell

Senator McClure. Les Stone.

STATEMENT OF LES STONE, IDAHO FALLS, ID

Mr. Stone. My name is Les Stone. I am a small businessman here in Idaho Falls. I am politically a conservative and environmental conservationist. I would like to see our roadless areas protected instead of exploited. Protection requires the long-term vision of what's good for future generations. Exploitation may mean some short-term economic goal or political pay-off, but our grandchildren will pay the price in decreased wildlife habitat and in deteriorated environment.

Here in Eastern Idaho I would like you to consider protecting the Garns Mountain area. It's a large wildlife habitat that offers good hunting and many recreational opportunities. I commend you for protecting the Bear Creek area of Palisades; however, a change needs to be made on the western border of this area. The border is a straight north-south line across the Commissary Ridge and Fourth of July Ridge at 45 degree angles. This border needs to follow drainages and ridges in order for people to know where the edge of the wilderness is so that they can stay inside or outside of it.

We have a lot of areas in Eastern Idaho that need to be protected. I believe the roadless areas should stay roadless. Idaho is too great to waste. Idaho is what America was. Please help us protect our roadless areas.

Thank you.

Senator McClure. Thank you.

[The prepared statement of Mr. Stone follows:]

FOR THE HEARING RECORD

To The Subcommittee On Public Lands

Regarding: The McClure - Andrus "Idaho Forest Management Act of 1988".

My name is Les Stone. I am an independent small business man in Eastern Idaho. I have lived here for fifteen years. I moved here from the midwest where we have no large federally-owned roadless areas. I spend alot of time in the roadless areas of Idaho trail riding on horse back, white water rafting and hunting.

As an outdoorsman, my major concern is maintaining adequate quality habitat for wildlife. As our population increases, we experience more and more pressure on our wildlife. If we continue to allow more roads into our back country, we will loose more habitat. Our big game animals will continue to decline because of increased pressure. Our fisheries will continue to disappear because of the erosion of the roads filling in the spawning beds with silt.

Here in Eastern Idaho we have two roadless areas that are important habitat for elk, deer and moose that have not been included in the McClure-Andrus bill. One of these is known as the Garns Mtn. area. Garns Mtn. is a beautiful place to go horse-back riding and hunting. It has a great diversity of terrain and of plant and animal life. This area is only 20 to 30 miles from Idaho Falls. If it is not protected, it will be over run by four wheelers from the city.

The other area that was left out of the bill was the Centennial Mtns. along the Idaho-Montana border. This area is important elk and moose habitat. The terrain is rugged and the topsoil is fragile. Any sort of roads in this area will cause long term destruction.

One area that would be protected in this bill is the Bear Creek area of Palisades. The problem is with the western boundary of this area. The boundary does not follow any natural ridges or drainages. The straight nine mile North-South border cuts across Commissary Ridge and Fourth of July Ridge at 45 degree angles. It would seem to be a tough border to maintain. People are not going to know whether they are inside or outside of the wilderness area.

Another subject that must be discussed whenever we talk about wilderness, is logging and timber sales. The bottom line is that the timber in Idaho tends to be in rugged areas with fragile topsoil and limited annual rainfall. A General Accounting Office study in the early 1980's shows that over half of Idaho's National Forest timber sales loose money. We spend more in tax dollars to build the roads than the value of the timber that is harvested. And when we are done, all we have left is large areas that erode and fill our streams with mud. Logging in Idaho is just not profitable. Why should we spend tax dollars to build roads to support the loggers and destroy our own environment?

Let me conclude by saying that the roadless areas of Idaho should remain that way. People who like roads and developement should go visit the rest of the country. Idaho _is_ what America _was_. Idaho is to great to waste. Please help us protect it.

Senator McClure. Gil Singer.

STATEMENT OF GILBERT L. SINGER, IDAHO FALLS, ID

Mr. Singer. Governor Andrus, Senator McClure. If I were a Japanese importer, I would be in favor of this bill. But since I am an American tax payer, I am strongly against it. The areas mandated for logging are poorly suited for logging since they are very erodeable. But the areas are ideally suited for the wilderness. Past experience has shown that the cost of building roads in these types of areas greatly exceeds the value of the timber. This bill would cause the loggers to profit, the Japanese to get cheap lumber, but at the expense of the U.S. tax payer. Fishermen, outdoors men, outfitters, recreationists, and wildlife will also pay if this bill is passed.

Most of the wilderness in the rest of the continental United States has already been destroyed. Now we have this bill that would destroy 7.9 million acres of wilderness in Idaho.

A true Wilderness Bill, H.R. Bill 1512, has been proposed in the past and should be revived and passed before this new bill replaces fish with sediment-laden streams, wildlife with clear cuts, grizzlies with mice, and hikers with no trespassing signs on 18 million more acres.

I just hope that the rest of the nation has sense enough not to subsidize the destruction of Idaho wilderness for the sake of the short-sighted and short-lived economic gain of the few at the expense of the many.

I would like to comment on an incorrect statement made by an earlier participant. I, too, was at the ICL meeting referred to in which supposedly there was a plan by environmentalists to bus people in to pack this hearing. The people coming in by bus were from Sun Valley, who had to travel all the way to Idaho Falls to testify at all. People who travel that distance to testify at their own expense and with no profit motive demonstrate that some people care more about future generations than making money.

Thank you.

[Applause.]

Senator McClure. Tom Worden.

STATEMENT OF D. TOM WORDEN, DIVISION FORESTER, IDAHO FOREST INDUSTRIES, ST. ANTHONY, ID

Mr. Worden. Senator McClure, Governor Andrus, my name is Tom Worden, Division Forester for Idaho Forest Industries in St. Anthony.

After studying the proposed Idaho Forest Management Act of 1988 it becomes obvious that this bill could be detrimental to the future management of the Targhee National Forest.

The proposed Winegar Hole Wilderness area is a perfect example of this. As you may be aware, the Targhee Land Management Plan has classified this area as Situation 1 Grizzly Bear Habitat. Therefore, all management activities are currently designed to maintain or enhance grizzly bear habitat and timber harvest is only secondary. Today this may be an acceptable management philosophy, but with grizzly bear management at an early stage, perhaps five or even twenty years from now the management techniques may change and experience may show that timber management is advantageous to the bear. But once this area is locked up in wilderness, the possibility of manipulating the present timber stand is eliminated.

Idaho Forest Industries has harvested timber for years around this area in other sensitive grizzly bear habitat. If the Winegar Hole area is such critical habitat for the grizzly bear that it warrants wilderness designation, perhaps it is a good indication that timber harvest and grizzly bear management can coexist.

One other item that concerns us about the proposed Winegar Hole area is simply its location. With the Ashton-Flagg Road running along the entire southern boundary and receiving heavy snowmobile use in the winter and car and truck traffic in the summertime, it's difficult for us to visualize anyone, especially a grizzly bear, being able to find any solitude or wilderness experience in this small area surrounding multiple use.

The Bear Creek and Poker Peak portions of the proposed Palisades area are currently being managed with an emphasis on wildlife and recreation. Timber stands will only be treated if there is definitely a benefit for wildlife habitat. The portion of the Palisades area northeast of the reservoir has no planned harvest. The Italian Peak and Lionhead areas the same.

Therefore, if the intended management for these areas is to retain wilderness characteristics, there is nothing to be accomplished by wilderness designation. Why lock up these areas in Southeast Idaho and potentially adversely affect recreation and wildlife and, in the long term, the local economy.

Senator McClure. I wonder if you could summarize, if you would, please.

Mr. Worden. Idaho Forest Industries will probably survive without this resource that is within these local wilderness areas, supposed wilderness areas. The problem is the options of the land manager will be greatly diminished by designating them wilderness. In this area where there is insect and disease problems, perhaps wildlife habitat manipulation by managing the timber stands will be beneficial to these areas.

Thank you.

[The prepared statement of Mr. Worden follows:]

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TESTIMONY OF D. TOM WORDEN
PROPOSED IDAHO FOREST MANAGEMENT ACT OF 1988
BEFORE
SENATOR JAMES McCLURE
GOVERNOR CECIL ANDRUS
FEBRUARY 10, 1988

My name is Tom Worden, Division Forester for Idaho Forest Industries in St. Anthony Id.

After studying the proposed "Idaho Forest Management Act of 1988" it becomes obvious that this bill could be detrimental to the future management of the Targhee National Forest.

The proposed Winegar Hole Wilderness is a perfect example of this. As you may be aware, the Targhee Land Management Plan has classified this area as Situation I Grizzly Bear Habitat. Therefore all management activities are currently designed to maintain or enhance grizzly bear habitat, and timber harvest will only be secondary. Today this may be an acceptable management philosophy, but with grizzly bear management at an early stage, perhaps five, or even twenty years from now, the grizzly management techniques may change and experience may prove that timber management is advantageous to the bear. But once this area is locked up in wilderness, the possibility of manipulating the present timber stand is eliminated.

Idaho Forest Ind. has harvested timber for years in this area that has been described as sensitive grizzly bear habitat. If the Winegar Hole area is such critical grizzly bear habitat that it warrants wilderness designation, perhaps it is a good indication that timber harvest and grizzly bear management can coexist.

One other item that concerns us, about the proposed Winegar Hole wilderness area, is simply its location. With the Ashton-Flagg Road along the entire southern boundary receiving heavy snowmobile use in the winter, and car and truck traffic in the summer, it's difficult for us to visualize anyone (and especially a grizzly bear) being able to find any solitude or have a wilderness experience in this very small area.

The Bear Creek and Poker Peak portions of the proposed Palisades Wilderness area are currently being managed with an emphasis on wildlife and recreation. Timber stands will be treated only if the effects are beneficial or neutral to wildlife habitat. The portion northeast of Palisades Reservoir has no planned timber harvest.

With this being the planned present and future management for the proposed Palisades Wilderness Area, this 155,200 acres would provide a minimal amount of resource for our mill in St. Anthony. But if this area is designated as wilderness, the potential to enhance wildlife habitat and control existing insect and disease infestations through timber management will be eliminated.

The proposed Italian Peak and Lionhead areas have similar timber management objectives, in that there is no planned timber harvest.

Therefore, if the intended management in these proposed wilderness areas is to retain wilderness characteristics, there is nothing accomplished by wilderness designation. Why lock up 229,600 acres in southeast Idaho and potentially have an adverse effect on recreation and wildlife, which in the long term would adversely effect on the local economy.

The miscellaneous provisions are an additional concern. By allowing helicopter landings for skiing, landing of aircraft, grazing, and construction and maintenance of outfitter camps, it appears that special privileges are being provided to particular interest groups and not for all wilderness users. We would propose that if you are going to designate wilderness, make it wilderness, and eliminate the special allowances.

Idaho Forest Industries will probably survive without the timber resource within any of these proposed wilderness areas in southeast Idaho. But, the options open to the land manager will be greatly diminished by designating them wilderness. In this areas of Idaho, where insect and disease problems are normal events, and wildlife habitat manipulation has been proven to be beneficial, it might be to the advantage of all parties to forego actual wilderness designation for these areas.

Thank you for this opportunity to respond to this" Idaho Forest Management Act of 1988".

Senator McClure. Ruth Doe.

STATEMENT OF RUTH B. DOE, IDAHO FALLS, ID

Ms. Doe. Thank you, Governor Andrus and Senator McClure. It sounds as if the Idaho Forest Management Act has some problems. Many of the proposed wilderness areas are too small and some exceptional areas such as the North Lemhis, part of the Garns Mountains, Garns and Centennial Mountains, have been left out altogether. The overall proposed acreage should be more.

I find unacceptable many of the special management proposals and think they may use their other forest management and wilderness laws made by Congress. One of these is the proposal draft, Page 20, Paragraph 5, stating no further roadless area reviews or evaluations be permitted unless authorized by Congress, or one of these concerns me, is what I should say. As to others pertaining to grazing rules in wilderness areas, state water allocation, prohibition of buffer zones, and outfitters' camps rules and regulations.

I don't think there are any quick, easy, solutions for how our national forest lands should be used and managed. It seems for the most part they should be managed by the Forest Service involving resource management plans, environmental impact statements, and public input.

And, last, I think the main purpose of the Wilderness Bill should be to designate wilderness areas and define boundaries with special emphasis made on protection of wildlife habitat.

Senator McClure. Jonathon Stoke.

STATEMENT OF JONATHON STOKE, SAWTOOTH GROUP, SIERRA CLUB, HAILEY, ID

Mr. Stoke. Thank you, Senator McClure, Governor Andrus, and Beth Norcross. I am chairman of the Sawtooth Group of the Sierra Club, and we have 317 members in Southeastern and South Central Idaho.

I oppose passage of S. 2055, the Idaho Forest Management Act of 1988, in its present form. As it is now written, S. 2055 would deprive citizens of the legal right of participation in the forest planning process. Further, the Idaho Forest Management Act of 1988 usurps or contradicts existing laws in a number of instances.

The recently released Panhandle and Clearwater National Forest Plans are under appeal, and for good reason. Timber harvest is scheduled for Foehl Creek under S. 2055, although this area has soil with high erosion and mass wasting potential, and it contains soils upon which the Forest Service has not been able to document successful reforestation within five years.

The C8S management prescription from these controversial forest plans included in S. 2055 violates the multiple use and sustained yield act.

On Page 10 of the text of the bill we see that helicopter landings will be allowed within the Palisades Wilderness, and I quote, "As if the area had not been designated wilderness." There was another document out in the hall I picked up prepared by the office of Senator Steve Symms. It's titled "Do you know what wilderness is? Bet you don't." I would have to say Steve is one.

[Applause.]

Mr. **Stoke**. I am pleased to be involved in this process here today and I look forward to continued compromise and negotiation on wilderness legislation for Idaho. Once the attempt to micromanage Idaho's national forest lands is withdrawn, progress toward true wilderness legislation will be greatly facilitated.

Thank you.

[Applause.]

[The prepared statement of Mr. Stoke follows:]

Sierra Club
NORTHERN ROCKIES CHAPTER

MEMBER GROUPS
Eastern Idaho
Middle Snake
Palouse
Sawtooth
Spokane

JONATHAN STOKE
Sawtooth Group
Sierra Club
Box 2235
Hailey, ID 83333

TESTIMONY FOR THE HEARING RECORD FOR S. 2055

IDAHO FOREST MANAGEMENT ACT OF 1988

Hearing officer,

My name is jonathan stoke, and I am Chairman of the Sawtooth Group of the Sierra Club. The Sawtooth Group is comprised of 317 members.

We regularly use Idaho's wild lands for hiking, camping, fishing and hunting, as well as other purposes. We have in the past and do now continue to support passage of H. R. 1512, the Idaho Wilderness Act. The Idaho Wilderness Act represents a reasonable compromise for Idaho's remaining 9.3 million roadless National Forest acres.

We oppose passage of S. 2055, the Idaho Forest Management Act of 1988 in its present form. S. 2055, as it is now written, would deprive citizens of a right granted them by the National Forest Management Act of 1976, the legal right to citizen

"Not blind opposition to progress, but opposition to blind progress."

participation in the forest planning process. Further, the Idaho Forest Management Act of 1988 usurps or contradicts existing law in a number of instances.

Section 102 (q) begins the process of self-contradiction by stating ". . . the Secretary shall permit helicopter landings for recreational skiing as if the area had not been designated wilderness." A Wilderness area, which has attributes as if it had not been designated wilderness is not a Wilderness. This exception, which allows helicopter landings in so-called Wilderness undermines the Wilderness Act of 1964, and should be deleted from the final bill.

Section 103 (a)(1) of the Act mandates three Allowable Sales Quantities (ASQs) on the Panhandle National Forest in northern Idaho. It requires an ASQ of 3.5 million board feet "above the ASQ level for that area in the forest plan", and further that the ASQ in the Bonner's Ferry Ranger District "shall be not less than 40.5 million board feet annually" for the next ten to fifteen years. The ASQ for the "entire Idaho Panhandle National Forest shall be not less than 283.5 million board feet annually" for at least ten years. All this is required "NOTWITHSTANDING ANY OTHER PROVISION OF LAW" (emphasis added).

There are many laws S. 2055 may carelessly circumvent: the National Forest Management Act of 1976, the Multiple Use and Sustained Yeild Act, the Clean Water Act, the Endangered Species

Act, and the Wilderness Act of 1964.

The mandated timber sale level on the Idaho Panhandle National Forest effectively stifles public involvement in the forest planning process. This public involvement is provided for under the conditions of the National Forest Management Act of 1976.

In fact the recently released Panhandle and Clearwater National Forest Plans are under appeal, and for good reason. Timber harvest is scheduled for Foehl Creek under S. 2055, although this area has soil with high erosion and mass wasting potential. Streams on the Panhandle and Clearwater National Forests have Forest Service-assigned water quality standards which violate state and federal laws. And they contain soils upon which the Forest Service has NOT been able to document successful reforestation within 5 years of harvest. Those reasons and others are why the Panhandle and Clearwater National Forest Plans are under appeal. And for those same reasons, the Idaho Forest Managemant Act must be remanded for revision. The revision we request is deletion of section 103 altogether.

Section 103 (a)(2) and section 103 (a)(3) mandates "C8S" management as described in the Clearwater National Forest Plan. The "C8S" management prescription will not protect wildlife, fishery or watershed values.

Section 103 (a)(4) would similarly legislate unproven portions of the controversial Clearwater Forest Plan, in this case the

"C1" management prescription. These special provisions in S. 2055, which simply sanction portions of forest planning documents which are under appeal undermine the intent and integrity of the National Forest Management Act of 1976.

Section 103 (a)(5) contains "Special Management Area" language for French Creek on the Payette National Forest. This designation is nothing more than "hard release" for French Creek, because the area would be managed with the same provisions by the Payette National Forest Plan's standard management guidelines as can be seen by examining the forest's draft plan.

Section 103 (a)(6)(B) addresses sediment mitigation resulting from commercial timber harvest activities. A computer program, the BOISET sedimentation model, will be used to guesstimate the volume of sediment which may be produced by such activities. The Idaho Forest Management Act of 1988 states that this predicted volume of sediment shall be removed either UPSTREAM or downstream from the commercial activity. The law even allows for removal of the predicted volume of sediment BEFORE, during or after the commercial activity commences. This language is obviously insufficient to protect our nationally important resource, the fishery in the South Fork of the Salmon River.

The South Fork of the Salmon River once produced 55 percent of the summer Chinook salmon in the entire Columbia River Basin. Thirty thousand salmon used to spawn in the gravel beds there, now only 300 fish return from the Pacific. A massive cleanup program, run at taxpayer expense is resulting in a halt to the degradation of this fishery. S. 2055 would only call for NO NET SEDIMENT INCREASES. We cannot support this section, which fails to mention plans for ongoing cleanup of our resource, which was seriously degraded during the 1960s.

Section 103 (a)(8) relates to the Smokies Special Management Area. Certain trails in this area are for use SOLELY by motorized recreational vehicles, under the terms of the Idaho Forest Management Act of 1988. The Sawtooth National Forest Plan calls for monitoring of resource impacts in this area, and proposes that trails be closed if certain adverse impacts are observed. S. 2055 has no such feedback provision. Under the terms of S. 2055, resource damage would be "alleviated" by new dirt bike trail construction. We cannot believe our eyes here, and encourage everyone to read and then delete section 103 (a)(8)!

Section 301 stipulates that "motorized vehicular access" and "predator control methods" which may be in use on proposed wilderness areas as set forth in section 103 of this bill are to be "continued as currently practiced". "This section shall be considered in accordance with section 4(d)(4) of the Wilderness Act." This is preposterous! Motor vehicle access and aerial hunting are not in accordance with the Wilderness Act of 1964. These practices must not be allowed in any Wilderness area.

Section 302 states "Within the State of Idaho, nothing in the Wilderness Act nor this Act nor any other legislation designating lands as wilderness or Special Management Areas shall constitute or be construed to constitute either an express or implied reservation of water or water rights for any purpose."

This section is not germane to the Idaho Forest Management Act of 1988, as most of the proposed wilderness areas lie at the headwaters of river systems. Current case law and all previous Wilderness legislation has maintained a federally reserved water right for wilderness.

Passage of S. 2055 would set dangerous legal precedent at the national level. Wilderness requires water rights to protect fisheries resources and recreational industries. Wilderness water rights are relatively junior, and would never usurp rights held prior to 1964.

Regardless, wilderness water use is nonconsumptive. Water that flows in, flows out again, ready for appropriation and use. This water rights language must be deleted from S. 2055.

Section 303 of the Idaho Forest Management Act of 1988 prohibits protective perimeters around wilderness areas, flatly and without exception statewide. There is no good reason to eliminate the option for an occasional review of the need for a buffer zone.

Section 305 states that all existing aircraft landing strips shall be maintained permanently. No exceptions are made on the basis of such factors as cost effectiveness, forest management discretion or need for such airstrips. It would be cheaper in the long run to do a quick study of which airstrips should remain open, than it would be to fund in perpetuity everv airstrip ever used. We advocate a case by case review as a wise and cost-effective course of action.

Section 309 states " . . . any parallel track . . . which may be traveled by four wheel drive vehicles" is hereby defined as a road and the Secretary of Agriculture "shall revise the boundaries on such maps to exclude such roads."

I know where one such "road" exists. The parallel track has been closed to motorized use by administrative decision for years. and has deteriorated back to a natural condition, but remains a parallel track used by hikers and horseback riders. A four wheel drive vehicle could travel this track; in fact a four wheel drive vehicle can travel most anywhere in Idaho's high desert sagebrush country, with or without such a track to follow. My specific instance, which I feel is only one of many such instances, lies within the boundaries of the Pioneer Mountains proposed Wilderness area. It is not shown on either Forest Service maps or on the maps provided by Senator McClure's office, because it is not a road. The track to which I allude crosses fragile wet alpine meadows, which may be deeply rutted and destroyed if this poor definition of a road is allowed to remain in this bill. The alpine meadow is directly beside a major stream, and the silty runoff from motorized destruction of the meadow would cause degradation of the stream's fishery. Please contact the Sawtooth National Forest, and justify to them Congress' motivations for legally reopening this track to motorized use. Then explain the reasoning behind the law to the citizens who object to this unwise decision.

By S. 2055's language, roads which have been closed to protect fragile resource values or to allow wilderness characteristics to return to impacted areas, would be reopened by power of federal law. Roads which have fallen into disuse, or roads which were illegally constructed would now be sanctioned by law, if the Idaho Forest Management Act of 1988 is passed by Congress with this unacceptable section intact.

In conclusion, the Sawtooth Group of the Sierra Club cannot support S. 2055 unless the suggested amendments and deletions are incorporated in the final legislation. To reiterate our position on Wilderness designation, our proposal is before the House of Representatives as H. R. 1512, the Idaho Wilderness Act, which calls for designation of 4 million acres of National Forest roadless land in Idaho as Wilderness.

We are pleased to be involved in this process here today, and look forward to continued compromise and negotiation on wilderness legislation for Idaho. Once the attempt to micromanage Idaho's National Forest lands is withdrawn, progress toward true wilderness legislation will be greatly facilitated. We urge the bill's sponsor, Honorable Senator James McClure to withdraw from his position that this legislation is set in stone. Failure to amend S. 2055 will doom this bill to die in an informed Congress and we do not want to see a lot of hard work fail to produce a result.

Thank you,

jonathan stoke

Senator McClure. Cindy Thiede.

STATEMENT OF CINDY THIEDE, DEPUTY DIRECTOR, GLOBAL ENVIRONMENT PROJECT INSTITUTE, ST. ANTHONY, ID

Ms. Thiede. Thank you very much, Governor Andrus and Senator McClure, Beth Norcross.

My name is Cindy Thiede, and I am a 15-year resident of Idaho. I am currently the Deputy Director of the Global Environment Project Institute, which is a public organization concerned with global environment issues.

I would like the record to reflect today my deep disappointment with this limited wilderness proposal. I instead strongly urge reconsideration of this bill and support of a second bill, H.R. 1512, calling instead for the designation of 4 million wilderness acres.

Idaho has more than 9.3 million acres of undeveloped Forest Service land that has not been reclassified for management purposes. This doesn't include an additional 4 million acres of designated wilderness and about 5 million acres of BLM lands. Wow. That's a lot of land. In fact, it's more land than any other state outside of Alaska. Yes, it seems like a lot of land, until we start looking at the bigger picture.

Less than 4 percent of the United States remains in a similar pristine state, and while some Idahoans think there's no problem, let's not worry, scientists are saying, hey, let's worry, wake up and worry, worry because we live in a world where more than 5 billion people are putting intense pressure on the earth's forests, soils and other natural systems. Worry because we live in a world where rising levels of carbon dioxide gases are creating a global warming, where a thinning ozone layer is causing more skin cancer, impairing human immune systems, and retarding crop growth.

Scientists say, hey, worry, because we are destroying the world's tropical rain forests at the rate of more than 50 acres a minute. We are tearing apart ecosystems and losing 5,000 species a year. We don't even know what we are losing. We are destroying the natural world around us without knowledge or regard to the consequences.

Yes, Idaho has a lot of wild land, but the rest of the country does not. And as intensifying population pressures continue to eat away at what's left, Idaho's natural storehouse becomes increasingly rare and valuable. That value means dollars, too, if only we maintain the foresight to protect and develop our sustainable economies.

Senator McClure. I wonder if you might summarize, please.

Ms. Thiede. I was just going to mention that tourism is our second largest and fastest growing unsubsidized industry and brings in millions of dollars compared to, say, the forest industry, which lost 14.6 million dollars, cost the U.S. Treasury 14.6 million dollars. We have to wake up and worry, Idaho, because once the wild character of this state is lost or compromised, it can never be reclaimed.

[Applause.]

[The prepared statement of Ms. Thiede follows:]

Global Environment
Project Institute

FOR THE HEARING RECORD - S.2055
March 10, 1988
Idaho Falls, Idaho

Senator McClure, Senator Bumpers and members of the Senate Sub-Committee:

My name is Cindy Thiede. I am a 15 year resident of Idaho and currently the Deputy Director of the Global Environment Project Institute - a public education organization concerned with global environmental issues.

As time is short, I would like the record to reflect my deep disappointment with the Senator's limited wilderness proposal. I strongly urge reconsideration of this bill and support of a second bill, H.R. 1512 calling instead for the designation of 4 million wilderness acres.

Idaho has more than 9.3 million acres of undeveloped Forest Service land that has not been classified for management purposes. This does not include an additional 4 million acres of designated wilderness and about 5 million acres of BLM lands. Wow! That seems like a lot of land - it's more in fact than any other state outside of Alaska. Yes, it seems like a lot of land...until you look at the bigger picture.

Less than 4% of the US remains in a similar pristine state. And while some Idahoans think there's nothing to worry about, scientists are saying "hey, wake up and worry". Worry because we live in world where more than 5 billion people are putting intense pressure on the earth's forests, soils and other natural systems. Worry because we live in a world where rising levels of carbon dioxide gases are creating a global warming - where a thinning ozone layer is causing more skin cancer, impairing human immune systems and retarding crop growth.

Scientists say, "hey, worry" because we are destroying the world's tropical rain forests at the rate of more than 50 acres a minute! We are tearing apart ecosystems and loosing 5,000 species a year. We don't even know what we are loosing. We are destroying the natural world around us without knowledge or regard to the consequences.

Yes, Idaho has a lot of wild land, but the rest of the country does not, and as intensifying population pressures continue to eat away what's left, Idaho's natural storehouse becomes increasingly rare and valuable. That value means dollars too, if only we maintain the foresight to protect and develop our sustainable economies.

Tourism, our state's second largest and fastest growing unsubsidized industry is one such economy, bringing in millions of dollars annually from wilderness based recreation. On the other hand, Idaho's timber industry costs the US treasury more than 14.6 million dollars a year to destroy Idaho's wild ecosystems along with the opportunities for wild land recreation.

We must face the fact that our traditional economies are faltering, and we simply cannot go on sacrificing our state's valuable recreation, watershed and wildlife values for short term gains. We must stop thinking only of today. Idaho, we need to wake up and worry, because once the wild character of this sate is lost or compromised it can never be reclaimed.

Sincerely,

Cindy Thiede
Box 895
Ketchum, ID 83340
(208)726-7726

Senator McClure. Betty Schneider.

STATEMENT OF BETTY W. SCHNEIDER, KETCHUM, ID

Ms. Schneider. Thank you, Governor Andrus, Senator McClure, and Beth Norcross. My name is Betty Schneider, and I have been an Idahoan for over ten years now. I wanted nothing more than to appear here today in support of a wilderness bill, but in coming to understand your proposal I don't see that this even qualifies as that. By your own labeling this is a Forest Management Act. There are several things mandated in your proposal that are at best unethical. For example, the option to remove previously established areas from wilderness status, or the removal of federally reserved water rights from previously designated wilderness areas. This would be a disastrous precedent to deploy.

I live in Central Idaho and the lack of wilderness designation in the Boulder-White Cloud Mountains is my greatest concern. Even Forest Service recommendations were not met in your proposal. Of 45,000 visitor days in the White Clouds in 1986, only about 1 percent was attributed to motorized use. Was there any logic then to bisecting and surrounding what little wilderness you did propose in this area with motorized corridors?

And what about the Boulders? What area cries out more for protection than this, the back yard of a resort community that depends on wilderness opportunities as the backbone of its economy?

Governor Andrus, you yourself were lucky enough to have a successful mountain goat hunt in the Boulders just last fall. Don't you consider that important wildlife habitat worth protecting? Should you decide to leave the Boulders out of the bill, that's it, they are gone, we can't get them back. This is not defacto wilderness, it is accessible land and it is being used today.

The wildlife values are high, but the ORV use in this area is leaving permanent scars. The important east side of the roadless area, the entire Herd Creek watershed, is of critical importance to spawning Salmon and steelhead.

There seemed to be little topographical consideration for the boundaries that you've drawn. For example, drawing a boundary for wilderness down the center of Warm Springs Meadow or another that cuts across Garland Drainage.

Governor Andrus, the Boulder-White Clouds are in your own words "a gem" and they are. They're beautiful and rugged and pristine, and they need our protection. They can't protect themselves.

This bill is far from upholding the intent of the 1964 Wilderness Act. If we could just save half of what little wilderness remains, we could pass on to future generations what we have been so fortunate in living with. In closing, I would like to state my support for H.R. 1512, the Idaho Wilderness Act.

Senator McClure. Thank you, ladies and gentlemen.

I wonder if the following people could come forward and take their place at the tables: Evan Tibbitts, David Adams, Roy Shaw, Pam Lilburn, Lee Whiting, Priscilla Hearst, David Taylor, and Doug Wenzel. While they are coming forward, if the following people could come down to the front row, please: Garney Hardy, Lois Van Deuson, Brent Robson, Sally Gibson, Kay Merriam, Margo Proksa, Rudy Lukez, and Dick Curtis.

Evan Tibbitts.

[No response.]

Senator McClure. David Adams.

STATEMENT OF DAVID T. ADAMS, RIRIE, ID

Mr. Adams. Senator McClure, thank you, and Governor Andrus. I have lived in the community of Ririe for over thirty years. Our town is the closest to the Bear Creek-Fall Creek Wilderness proposal area this side of the Snake River.

I am opposed to wilderness consideration of this area. There are a number of reasons; however, for time's sake I shall list only two.

First, if the Bear Creek-Fall Creek area became wilderness, it would place an undue economic burden on our community. There are many ORV users, campers, and outdoor enthusiasts who stop in our local community to purchase gas, groceries, and other supplies.

Second, many farmers and ranchers in our area have had wild game feeding on their private lands for decades. These lands lay between our community and the wilderness proposal area. Many of these farmers and ranchers operate snow machines in the winter. They know that wilderness means more ORV use on their private lands. Some of these people have stated to me, "Why should I allow wildlife on my land to feed and I, myself, not be allowed to operate my snow machine in this wilderness proposal area?" There is enough irritation among these farmers and ranchers to run the wildlife and others off their private land. They say it's not right. The management of our forest for all use is the answer.

I have attached over 320 signatures from people in our community who oppose this area for wilderness. We have circulated these petitions for only four days by leaving them in various businesses throughout Ririe. The response has been overwhelming against this proposal.

We also want hard release language to prevent further proposals. Idaho has enough wilderness.

I might add that this is important. The farmers and ranchers in our area, that they really do need—there is a lot of feeding of wild game and wildlife on the grounds in the winter, and they don't feel that it's right that they should have to put up with feeding the game and putting up with it and not be allowed to use some of the forest lands that are there to use.

Thank you.

Senator McClure. The attachments to your statement will be made a part of the file.

Roy Shaw.

STATEMENT OF ROY A. SHAW, IDAHO FALLS, ID

Mr. Shaw. Thank you, Senator McClure, Governor Andrus. I am a resident of Idaho Falls and speaking as an individual.

I am quite sure that either side of the argument over Senate Bill 2055 will allege that it is the victim of encroachment if its particular viewpoint does not become law. I am also fairly sure that the decision ultimately made will not be based on a rational and fundamental sense of justice or morality; inevitably, it will reflect which emotionally charged special interest group roars louder. I think, however, that this is an opportunity for our Congress to put aside re-election fears and do something that shows that they understand some of the principles upon which this country was founded.

Invariably, the first thing the American settlers did was to stake out a piece of land. That land then became private property and they could do, within reason, anything they chose on that property. Their freedom ended, however, at their boundary, and that is the point our Congress needs to remember when considering S. 2055. Specifically, no one has the right to alter, in any way, property that he does not exclusively own.

The application of that principle to the public lands controversy is very simple. If evidence of your presence on jointly-owned land can be seen after your departure, then you have committed a crime. That applies to a campfire pit, a removed piece of petrified wood, or a motor bike track up a hillside. You must own it exclusively before you can ethically change it.

So I am asking our congressmen to make a statement based on ethics in this case. If a camper or hiker cannot use jointly owned lands, which public lands are, without leaving a scar, then force them into commercial campgrounds or their own back yards. One cannot travel far in Southeast Idaho without seeing the blemishes of off-road vehicles; I have even had them roar through my personal campsites. Off road vehicles should be limited to private property. And let's let western loggers operate under the same rules as eastern loggers—buy your wood from someone who has exclusive ownership. I personally do not want to sell my share of our forests. These special interest groups have no more right to blemish our public lands than an arsonist has to burn them.

Although it is far from perfect, Representative Kostmayer's compromise proposal, H.R.1512, is much closer to the principles our founding fathers intended. Even Kostmayer's bill leaves over 10 million acres in Idaho for the off-road vehicles. It protects more of the treasures that makes Idaho special—rugged, unspoiled terrain, and that's what built our tourism industry. By rejecting the McClure-Andrus bill, our Congress has an opportunity to slow the blight on our public lands and preserve some of Idaho in a pristine condition that our grandchildren will be able to enjoy.

I close by reminding our congressmen that their vote on these bills will determine my vote, and any others that I can influence on election day.

[Applause.]

Senator McCLURE. Pam Lilburn.

STATEMENT OF PAMELA LILBURN, IDAHO FALLS, ID

Ms. LILBURN. Thank you, Senator McClure and Governor Andrus. I am speaking today to oppose the Fall Creek-Bear Creek designation of the Wilderness Bill.

The Fall Creek-Bear Creek area attracts Idahoans as well as out-of-state visitors because of its diverse year-round recreational opportunities. Idahoans and out-of-state visitors enjoy camping, hunting, fishing, and trail bike riding in this well-established recreational area. If Fall Creek-Bear Creek is designated as wilderness, multitudes of recreationists will be forced to crowd into the remaining nonwilderness areas. This crowding may adversely affect the environment as well as the recreational enjoyment of many local and visiting outdoorsmen. Designating Fall Creek-Bear Creek area as wilderness would be a disservice to recreationists as well as to the environment of the nonwilderness areas that remain.

I would like to add that I am both a hiker and a dirt bike rider and I am also a conservationist, and that seems to be a contradiction in terms based on the testimony that I have heard today. When I am hiking, I am willing to share the trails with bikers, and when I am biking, I am willing to share the trails with hikers, and I think this controversy would not be so strong if more Americans felt that way. The outdoors belongs to everyone and please allow every conservationist, whether they are an ORV user, a hiker, a hunter, or a fisherman, please allow all of them to enjoy the outdoors.

Senator McClure. Thank you.

[Applause.]

Senator McClure. Lee Whiting.

[No response.]

Senator McClure. Priscilla Hearst.

STATEMENT OF PRISCILLA HEARST, POCATELLO, ID

Ms. Hearst. Gentlemen, this is the first time that I have availed myself of the opportunity to publicly testify with regard to any wilderness legislation, preferring to let others of like mind and with more expertise speak for me. However, due to the blatant inadequacy of this bill I have been forced out of the closet, so to speak, to lend my personal support to those who oppose this legislation. I sincerely hope that my voice will blend with the many others and through a united stand convince those who make public policy that the Andrus-McClure or the McClure-Andrus Wilderness Bill flies in the face of sound state and national policy.

It is not my intention to address all of the issues contained in this bill which make it an unacceptable proposal. I wish to testify for the record that I have read the bill, I have studied the bill, I have listened to and I have read the arguments by those more knowledgeable than I of the specific areas of concern, and now I feel I can support their contentions.

I have lived, worked, and raised a family in Idaho for the past 32 years. And though I have not personally spent time backpacking in the wilderness of Idaho, my children all became avid hikers, climbers, and backpackers. Each of them are now successful in their chosen professions. I feel that their success can be, in part, attributed to the opportunity this state provided them by letting them experience the wonders and beauties of nature in its pristine state. More importantly, they learned more valuable lessons, that man and nature are inexplicably dependent upon each other. This has made them more sensitive and I feel more worthy individuals.

If the facts be known, I would druther tie up all the wilderness land, but I am a pragmatist, as the Governor knows, enough to realize that this is probably realistic and that competing interests must be compromised. But this is not the legislation needed.

Senator **McClure**. I wonder if you might summarize rather quickly, please.

Ms. **Hearst**. Let me just say that I have now reached the age where one can contemplate the future based upon the experiences of the past. I have seen what unbridled timber harvesting has done to the habitat and the balance of nature. I have seen the demise of many animals and birds and witnessed the ever-growing list of endangered species. Our own state bird, the Mountain Blue Bird, is now on the list of special concern, and I wonder what will my grandchildren and all the future generations inherit if we fail to adequately protect our wildlands and its inhabitants as jealously as we protect our interests.

Senator **McClure**. Thank you very much.

[Applause.]

[The prepared statement of Ms. Hearst follows:]

Senator McClure
Member of the Senate Subcommittee on Public Lands.

Gentlemen:

My name is Priscilla Hearst. I reside at 1230 College Road, Pocatello, Idaho.

This is the first time that I have availed myself of the opportunity to publically testify with regard to any wilderness legislation; preferring to let others of like mind and with more expertise speak for me. However, due to the blatant inadequacy of this bill I have been forced out of the closet, so to speak, to lend my personal support to those who oppose this legislation. I sincerely hope that my voice will blend with the many others and through a united stand convince those who make public policy that the Andrus-McClure Wilderness Bill flies in the face of sound state and national policy.

It is not my intention to address all of the issues contained in this bill which make it an unacceptable proposal. I wish to testify, for the record, that I have read the bill, I have studied the bill, I have listened to and I have read the arguments by those more knowledgeable than I of the specific areas of concern and now feel I can support whole hearted their contentions.

I have lived, worked and raised a family in Idaho for the past thirty-two years. And though I have not personally spent time back packing into the wilderness of Idaho, my children all became avid hikers, climbers and backpackers. Each of them are now successful in their chosen professions. I feel that their successes can be, in part, attributed to the opportunity this state provided them by letting them experience the wonders and beauties of nature first hand. More importantly they learned many valuable lessons, not the least of which is that man and nature are inexplicably dependent upon each other. This has made them more sensitive and I feel a more worthy individual.

If the facts be known I would "druther" tie up all nine million acres of land wilderness. I am pragmatic enough to realize that this is probably unrealistic and that competing interests must be compromised - but this is not the legislation needed.

The Andrus-McClure Wilderness Bill has been tauted by its authors as a true compromise between competing interests. One does not have to be a wildlife biologist to see that many of the areas designated as wilderness have inadequate boundaries and defy ecological precepts. Nor does one have to be an attorney to understand that eliminating wilderness water rights defies the law and could devastate wilderness areas downstream. I fear that what we see in this bill is the compromise of two statesmen whose personal political concerns outweighs their concern for the protection of a valuable state and national resource.

I have now reached the age where one can contemplate the future based upon the experiences of the past. I have seen what unbridled timber harvesting has done to habitat and the balance of nature, I have seen the demise of many animals and birds and witnessed the ever growing list of endangered species. (Our own state bird, the Mountain Blue Bird is now on the Idaho Fish and Game Dept.'s Species of Special Concern List) and I wonder what will my grandchildren and all the future generations inherit if we fail to adequately protect our wildlands and its inhabitants as jealously as we protect other interests. I would like my grandchildren and all children to have the opportunity that I once had of sitting on a lonely river bank at dusk in our wilderness, to watch the river otters play.

Thank you,

Priscilla Hearst

Senator McClure. David Taylor.

STATEMENT OF DAVID TAYLOR, REXBURG, ID

Mr. Taylor. Governor Andrus, Senator McClure, I am grateful for this opportunity to present my ideas and my feelings before this committee. I would like to state I am from Rexburg, I have been a member of this state all of my life. I have lived in this area all of my life, and I enjoy trail biking and I enjoy snowmobiling, although not to that much of an extent. I do it occasionally and it's something that I enjoy.

I also enjoy taking the scout troop up in the mountains and hiking with them alone. I work and make my living here. I am glad I have got my job and not yours.

I write this letter simply as a citizen of Idaho. I am not going to read you the context of this. You can take it and read it over later. But my thoughts toward wilderness, present and proposed, however, are not only shared by myself but by many of my friends and associates. In visiting with people in my community, and I have a chance, my work gets me in front of a lot of people, and I have a chance to get their pulse, to get their feelings, and 99.9 percent of the people who live in Southeast Idaho, particularly in the upper Snake River Valley, have no interest in seeing any further wilderness designated area. It's something that we absolutely do not want to see. I hope that you are not being snowballed by the effect of organized groups coming in and testifying, presenting their proposals to you, when the vast majority of the people of this state, and particularly of this area, favor no more wilderness designation.

[Applause.]

Mr. Taylor. I think there are many reasons for or against any measure. Our thoughts are this: Selecting more wilderness designated areas could only put more pressure on remaining open recreational areas. For example, eliminating the Centennial or Lionhead Range from snowmobiling could only put more pressure on the already overloaded Twotop Trail. This could eventually give the Forest Service officials more reason to close access to this and other popular areas.

We live in this state for many reasons. One is the quality of life which we enjoy. And I'll summarize quickly—I see the red light. Most of the people who live in this area are conservationists. They derive their living off the land, they have no choice. Most people who use federal and state wildland are careful with public land and use it as wise stewardship. Yes, there are those who will abuse land, those who will cut trails on bikes, those who will leave behind garbage, and even those who spike trails. They should be punished, but not the majority who thoughtfully enjoy these lands.

I guess one cannot complain about the additional wilderness areas created if he does nothing to stop it. Please consider our views on the proposed wilderness issue and decide with the majority of people who favor no more wilderness in Idaho.

Senator McClure. Thank you.

[Applause.]

[The prepared statement of Mr. Taylor follows:]

March 10, 1988

Senator James McClure
Senator Steve Symms
Gov. Cecil Andrus
Rep. Richard Stallings
Committe on Wilderness Hearings

RE: Proposed Wilderness area for Idaho

I write this letter simply as a citizen of Idaho. My thoughts toward wilderness, present and proposed however, are shared not only by myself, but by many of my friends and assoicates.

It's our firm intention to recommend to the committee that no additional wilderness area be considered at this time for this state. It's also our intention that existing wilderness be amended so as to allow some types of seasonal recreation.

There are many reasons for and against any measure. Our thoughts are this.

1. Selecting more wilderness designated areas could only put more pressure on the remaining (open) recreational areas. For example - Eliminating the Centenial Lionhead range for snowmobiling use could only put more pressure on the already over loaded Twotop trail. This could eventually give forest service officials more reason to close access to this and other popular areas.

2. Lands within the state of Idaho should remain firmly within the control of that states electorate, whether Federal or State.
   By giving land "Wilderness designation", it is immediately under Federal control with little input from State Representatives and off limits to 97% of all those who would normally enjoy such areas. The remaining 3% who enjoy using "such areas" are much of the time, "out of State" visitors. They come, and go; and consider it at that, while those who would normally enjoy such lands now, and live in the area, would effectively be shut out.
   Shut off by virtue of the fact that unless your young, enjoy hiking, have no health problems (knees, heart, limbs etc) such areas are off limits.

3. We citizens of Idaho live here for the quality of life we enjoy. Part of that quality are the resources which we live so near to. Resources with which we can use for economic strength, recreation, tourism ect. Why should our State be reserved under public domain by outsiders while the populated areas of the east and west coast remain in a large part fully usable by the people of those areas. Idaho is 2nd only to Alaska in total wilderness area and percentage of State land in wilderness.
   We live with harsh elements - There ought to be some compensation (access to these lands) for that reason alone. But that is not the only reason. These lands are Federal lands, lands which we all share. Wilderness is a recreation for only a few.

Most of the people who live in this area are conservationist. They derive their living off the land, they have no choice. Most people who use Federal and State wilderland are careful with public land and use a wise stewardship. Yes there are those who will abuse the land. Those who cut trails on bikes, those who leave behind garbage and those who spike trails. They should be punished, but not the majority who thoughtfully enjoy these lands.

One cannot complain about having additonal wilderness areas created if he does nothing to stop it. Please consider our views on the proposed wilderness issue and decide with the majority of people who favor no more wilderness area in Idaho.

David Taylor
Kent Linford

Senator McClure. Doug Wenzel.

STATEMENT OF D.R. WENZEL, IDAHO FALLS, ID

Mr. Wenzel. Senator McClure, Governor Andrus, I am Doug Wenzel. I have lived in Idaho for 36 years and I am an avid backpacker. I dearly love our outdoors. It's very special to me.

I come here today to testify as an individual. I am not a part of any organized group. I am normally one of the people that's quiet, but I felt I had to come up today. I give you expanded written testimony that will cover everything.

Your bill, however, is not protecting our wilderness. I feel the bill addresses selfish personal interests. I get the attitude it's give me, give me, give me today, the hell with tomorrow. Your bill has a lot of loopholes, loopholes that really don't protect our wilderness, that concentrate on our pristine White Clouds area. When I compare it to the area that is currently being protected by the Sawtooth National Recreation area for both the White Clouds and Boulder Mountains, I see that you have about one third the area. All I can say is I am deeply hurt. You have not provided any buffer. In fact, you have said that you cannot have buffers.

I feel it's like taking the painting of the Mona Lisa and cutting off all the outer edges and saying I didn't hurt it. You have let an ORV corridor go down through pristine wilderness area, and I don't think that should go down Germania Creek. I feel that the wording in your mining would eventually allow you to mine Castle Peak. I feel that would be a tragedy. You have very weak verbiage on control of motorized vehicles, you have provisions to allow municipalities to enter the area, people that have been entering grazing, even illegally I understand they can continue to enter with motorized vehicles. We need legislation in Idaho but we need good legislation. I think that the bill that you have simply will not protect the pristine areas, and particularly the White Clouds.

I know that you have worked hard and I don't agree with you that you are protecting the environment. I think that you should work out to get some specific goals accomplished. Please protect our environment.

Thank you.

[Applause.]

[The prepared testimony of Mr. Wenzel follows:]

TESTIMONY ON THE
IDAHO FOREST MANAGEMENT ACT OF 1988
BEFORE THE
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

March 10, 1988

I present my testimony as an individual who has lived in Idaho for 36 years and dearly loves our beautiful wilderness areas. As such, I have spent considerable time backpacking in many of the areas under this wilderness proposal and feel that I am qualified to offer constructive criticism of the bill as presented to the Senate. I do not consider myself an environmentalist, nor do I relate to the other special interest groups. I am an individual who is interested in truly preserving our Idaho pristine wilderness areas.

I am bothered by some of the pre-publicity for this public hearing that indicates that because of negotiations that have already been made, no changes will be made to the bill as presented to the Senate. While I am sure that considerable effort has gone into preparing the bill, I do not think that the bill is flawless. I for one clearly have different views on some of the proposed wilderness areas than those expressed in the bill. Public hearings are for the purpose of obtaining public input and giving us a chance to express our differences. However, if there is no intent to change previous decisions made behind closed doors as indicated in the press, this public hearing should never have been called.

Idaho has been blessed with many wilderness areas. These wilderness areas are an asset to Idaho. This is reflected by the fact that this bill has been submitted. Idaho gains considerable income from tourists that come to our state to specifically visit our wilderness areas. Tourism is the major industry in Idaho, leading both mining and timber. As such, wilderness areas which attract tourists to Idaho are a valuable resource and should be managed accordingly. Care must therefore be taken to insure that short-term individual gains are not improperly weighed against the long-term value of insuring preservation of our wilderness areas. In general, I feel that too much of an ear has been given to a few very vocal lobbying groups and that individuals like myself have been too silent. I therefore felt compelled to come to this public hearing to express my views.

I cannot help but comment on the minority that clamor not to "lockup" any more areas. These individuals have a very short sighted selfish attitude. We are protecting areas from the wanton destruction, but we are not locking up anything. There are not many people who cannot visit these areas. I recognize that the elderly and handicapped are not capable of walking into these areas or entering them on horseback. For them I feel very sorry because of the beauty that they are missing. But roads that would allow them to use the areas would destroy the very wilderness that we are trying to protect. Someday, I too, may be physically unable to enter these areas, but I will be satisfied to know that I left a legacy to future generations. For those that are capable of enjoying our wilderness but just too lazy to make the effort, I have little sympathy. I simply cannot condone their short-sighted attitude of destroying our wilderness just because protecting it is not one of their priorities or because of their own personal gains.

Too much effort has been made in this proposed bill on the elimination of those areas that have roads or remnants of old abandoned roads from the wilderness areas. This has resulted in some very butchered wilderness boundaries. There is nothing wrong with abandoning some of the old roads and including the area in a wilderness area. I am therefore opposed to the statement in Section 309. (b) that eliminates the inclusion of any areas currently with roads from the wilderness areas. Some of the roads excluded from the wilderness areas have been abandoned for years and are no longer passable. It has been a common practice of the Forest Service to occasionally abandon roads to protect an area. It is wrong to pass legislation that will negate the past efforts to protect our wilderness areas.

I am mainly concerned about really preserving the wilderness in the White Cloud area which is very special to me. I have backpacked in this area many times and have visited most of the high-mountain lakes. When I compared the current proposed White Cloud wilderness area to the current Sawtooth National Recreational Area for the White Cloud and Boulder Mountains, I observed that only about a third of the area has been recommended for wilderness. I know of no way to express myself other than to say that I am deeply hurt by such a meager proposal. I feel that it is a corollary to cutting off all of the outer edges of the painting of the Mona Lisa because they are not part of the central figure. As proposed, the integrity of the White Cloud area will suffer considerably. It is incomprehensible to me to understand why we cannot provide protection at least equivalent to that provided by the 1964 Wilderness Act.

I am strongly opposed to the statement in Section 303. of the bill that says that no buffer zones are authorized or needed around wilderness areas. Wilderness areas do require a buffer area around them to provide for their protection. In essence, that is what the 1964 Wilderness Act has accomplished for the White Clouds. It has not eliminated the use of most of the roads on the peripheral areas; however, it has justifiably eliminated the further development of roads in the area.

I feel that too much emphasis is being made on compromises. However, if compromises are necessary, I would far rather forgo expansion of official wilderness areas in less significant areas such as that west of the Palisades Reservoir than condone inadequate protection of our pristine wilderness areas such as the White Clouds.

The development of some of the mining areas in the White Clouds is not in the best interest of protecting the wilderness of the area, particularly those areas which have been illegally developed. While true valid mining claims need to be honored or fairly compensated for, blanket exclusion of all mining restrictions as provided in Section 102. (k) should not be given. Mining activities should be carefully reviewed on a case-by-case basis to prevent careless destruction of the area. As the bill is drafted, I can see nothing that would prevent the mining of Castle Peak or other areas in the center of the White Clouds. This would be tragedy.

The proposed ORV corridor down Germania Creek as depicted in Map # 15 is not compatible with the pristine wilderness of the White Clouds. I hate to differ with my ORV friends, but some people with ORVs are very destructive to the hillsides when they fail to stay on the trails. Many make little attempt to muffle their sounds, and some have little regard for the safety of backpackers or those on horses as demonstrated by the speeds at which they travel on trails. I recognize that ORV enthusiasts must be given access to mountainous areas, but not the White Clouds. If a compromise is necessary, I would favor providing more ORV access to the areas west of the Palisades Reservoir.

Specific comments on the Idaho Wilderness Proposal are:

1. I can understand placing maximum timber harvest limits in an area. I do not agree with placing minimum timber harvests as has been done in Section 103. (a) (1). If the minimum harvest of timber is economically controlled by the law of supply and demand, it is self regulating. But when minimum harvests are mandatory, it can be very expensive and destructive just to meet the mandate.

2. Both Sections 103. (a) (7) and 103. (a) (8) state that certain trails in the area be used "solely" by motorized vehicles. The word "solely" should be deleted. This implies that no one can even walk on these trails. To just state "for the use of motorized recreational vehicles" is adequate and sufficient.

3. Section 104. (a) was the first place that I could find the "Secretary" defined as the Secretary of Agriculture; however, I noticed that the term "Secretary" was used extensively prior to this section.

4. The boundaries of the proposed wilderness areas are too vague as sketched on the maps provided for review. While Section 104. refers to a legal description of each area, none is present. When encroachment issues come up, and they will, it must be very clear where the wilderness boundaries really are. The width of corridors formed by existing roads need to be defined. It is only human nature for many people to push the line as much as they can. Please remove all doubt as to just where the line is.

5. Provisions in Section 201. (b) (5) that prevent further reviews of roadless areas for wilderness without the expressed authorization by Congress should be eliminated. This statement serves no purpose other than to essentially block the addition of any future lands to wilderness areas. The merits of any future studies on wilderness should stand on their own. The Department of Agriculture should have the authority to make any future studies as they deem necessary.

6. The provision in Section 301. for the continued use of motorized vehicles in wilderness areas in support of grazing should be eliminated. As worded, this bill would even condone permanent vehicle access for those who now or in the past have been doing it illegally. In order to prevent future damage to the areas and to provide enforceable regulations, no motorized vehicles should be allowed by anyone in the pristine wilderness areas.

7. Unlimited access to wilderness areas by local municipalities now or in the future as provided in Section 302. (c) has the potential to be very destructive for the wilderness areas. This provision should be eliminated. Loophole like this only lead to the eventual destruction of our wilderness areas.

8. Provisions in this bill in Section 308. (a) for the continued use of permanent outfitter caches and camps should be eliminated. Outfitters should not be allowed to tie up prime camping spots and prevent their use by the general public. Outfitters should be required to clean up and remove all of their items from a camp site just as required by the general public.

9. Outfitters should not be allowed to regulate themselves in the wilderness areas as in essence provided in Section 308. (c). The outfitters have a majority on the 5-member Idaho Outfitters and Guides Board. This is like letting a fox guard the hen house. Many of their decisions are based on their profits rather than the best interest of the public and the wilderness.

10. The Casino Lakes should be included in the White Clouds area as depicted on Map # 15. The area around these lakes is obviously of wilderness quality.

11. Separation of the west side of the Trinities as depicted on Map # 11 with an ORV corridor or road cannot be justified.

12. The area around Mill, Miner and Prairie Lakes should not be excluded from the Smoky Mountains area as depicted on Map # 16.

13. The Pioneer Mountains area as depicted on Map # 16 should include the area around Goat, Baptie and Betty Lakes. The terrain around these lakes is very steep and attempts to take motorcycles to these lakes beyond the lower portions of Broad Canyon cause

severe erosion problems. I have literally watched motorcyclists make numerous runs on and off of the trail up the north side of Broad Canyon in attempts to climb the mountain.

Idaho needs legislation to finally resolve the wilderness issue - but it needs to be good legislation. The provisions of this bill as presented simply will not protect the pristine wilderness areas in Idaho, particularly the White Clouds. Unless this bill is significantly changed to provide real protection for our more important wilderness areas, the bill should never be approved by the Senate Energy and Natural Resources Committee. Many of the wilderness areas are being protected far better today than this bill will provide.

Rather than attempting to provide week protection for a larger number of the proposed wilderness areas, do a good job on the protection of a few of the pristine wilderness areas such as the White Clouds. Remove all of the loopholes in the bill on these more important areas so that true protection can be accomplished. Then, if necessary, compromise on the the less significant areas such as that west of the Palisades Reservoir where increased ORV access will satisfy a special interest group and it probably will not really be detrimental to the area. I realize that you will never be able to satisfy all people in all of the proposed wilderness areas, but you can at least accomplish major goals in specific areas.

I thank you for the courtesy of considering my comments on the proposed wilderness for Idaho.

Sincerely

D R Wenzel

D. R. Wenzel
2533 W. Eldorado
Idaho Falls, Idaho 83402

Senator McCLURE. Thank you, ladies and gentlemen of this group.

We will now call the next group forward. While those folks are coming forward, if the following people would come to the front row, please: Bob Stevenson, Judith Hawkes, Liz Paul, Andy Munter, Marlene Kern, Jeanne Frazier, Gamewell Gantt, and Kay Finley.

I will hear first from Garney Hardy.

[No response.]

Senator McCLURE. Lois Van Deuson.

[No response.]

Senator McCLURE. Brent Robson.

STATEMENT OF BRENT ROBSON, TETONIA, ID

Mr. ROBSON. Thank you. I appreciate the opportunity to be here today. I appreciate those comments that we have heard throughout the day.

I am Brent Robson from the Teton Basin. My grandfather homesteaded in this valley in the early 1900's. He came out from New York by himself when he was 16 years old. He taught me a lot of things while he was still here, and one of those things was to respect my natural resources, those things around us. And not to duplicate a lot of things that have been said today, there is a group represented on the back of this hand-out that support the things that are written there.

I just feel personally that as an American that my life is getting more complicated all the time. We are all getting into a more complicated situation, and the more government controls that we have to complicate our life the harder it's going to be on myself and my children and all of us, I feel. And I hope that we can do our best as citizens to promote simplicity and taking care of the things that are around us.

I am a firm believer in using our natural resources. That's been my whole life, I make a living in the outdoors, and I believe that we need to take care of the things that we have. I think specifically we have an area here that during the winter months in some already designated wilderness areas and some that are to be designated we have a very low impact situation, in particular dealing with snowmobile access. And I would appreciate the opportunity to invite you individuals to come up and see what it's really like any time and get a firsthand experience. We would really enjoy the opportunity to let you see what we are talking about and get a feel for that particular time of the year. It's not the same year around, we have different situations in different areas and especially at different times of the year. And I appreciate the time today.

Senator McCLURE. Thank you very much. The attachment to your statement will be placed in the committee files.

[Applause.]

[The prepared statement of Mr. Robson follows:]

Brent Robson
P. O. Box 3
Tetonia, ID 83452

March 3, 1988

Idaho Legislative Delegation
Honorable(s):
Senator James McClure
Senator Steve Simms
Rep. Larry Craig
Rep. Richard Stallings
Gov. Cecil Andrus

Re: Idaho Wilderness Proposal

STATEMENT ON IDAHO WILDERNESS

My grandfather homesteaded in this valley in the early 1900's. He walked into these mountains and hand cut trees for his home and walked back out. He believed in conservation and so do I. He taught me not to waste our natural resources and when we went into the mountains we were to leave them as beautiful and useful as we found them.

Since his day a lot of things have changed. We have become much more complicated in our lives but we are still concerned about our natural surroundings. I make my living in our beautiful mountains and have a real concern for our continued use and preservation of them. I do not feel, however, that I or any one else should have the right to limit an individuals use whether recreational or job related IF that individual is not damaging the area.

Specifically I do not feel proper snowmobiling practices in these high mountain areas has any detrimental impact on wildlife, environment, or on other non snowmobiling people. I have observed others, both wildlife and skiers, using frozen snowmachine tracks to move from one area to another.

Largely these areas are at an altitude where the snow is deep in winter. Thus there are no animals, very few trees, and no undergrowth exposed. Few people can get to these higher areas on anything but a snowmobile because it is too difficult. To prohibit snowmobiling in these high mountain areas and to concentrate people in lower elevations which are high impact areas, is foolish.

If one has never visited one of these high mountain panoramas he can not even imagine the feeling of beauty and the awesome reality of nature that exists there. I feel there is no reason to allow a board and binding in these areas and then limit the proper and reasonable use of these areas to those on a motorized snowmobile and say: STOP HERE, THIS PART OF AMERICA IS NOT FOR YOU. WE HAVE PRESERVED THIS AREA FOR THOSE OF US WHO CONSIDER OURSELVES TO BE SMARTER THAN YOU.

We also have an economic issue here. As with West Yellowstone, Montana, we stand to benefit from additional winter areas of recreation not less area. We have already allowed a large area all along the Jedediah Smith Wilderness to be labeled NO SNOWMOBILES. Let us try to amend this mistake and not make another in new wilderness areas. We should work together toward a multiple usefulness for the benefit of all, not lock our bounteous assets in a box and place them on a shelf for only a few to take out and use.

Senator McClure. Sally Gibson.

STATEMENT OF SALLY M. GIBSON, POCATELLO, ID

Ms. Gibson. Thank you, Senator McClure and Governor Andrus, I appreciate the time that you two busy men have taken to come listen to our concerns today. As has been stated, my name is Sally Gibson and I live in Pocatello.

Idaho has a treasure to export—it is the concept of wilderness. We who live here know that it is more than a concept—it is real. Citizens outside of Idaho are depending on us to demand wilderness designation for our mountains and fragile ecosystems. Our future as a wilderness state depends on our protecting the wilderness we now have.

To be more specific, the recommendation for the Boulder-White Clouds disturbs me. This is one of Idaho's and the nation's most famous primitive recreation areas and, as such, it is sure to receive national tourist attraction. Wilderness designation for the White Clouds should include more acreage and should not allow for off-road vehicles.

Closer to home, I receive calls frequently from people asking me to invest in oil and gas exploration in the Overthrust Belt. This makes me really nervous. The Palisades area is one of the essential components of the Greater Yellowstone Ecosystem. It is an important recreation area for the cities of Idaho Falls and Pocatello. It should be protected from oil and gas exploration.

I am also concerned about special management for certain areas. I am afraid that would allow logging and road building in some of the most critical fish and wildlife habitat in the state. These two valuable forest resources must be protected.

Idaho can afford to be a wilderness treasure house; the entire nation is depending on us.

Thank you.

Senator McClure. Kay Merriam.

STATEMENT OF KAY MERRIAM, POCATELLO, ID

Ms. Merriam. Senator McClure and Governor Andrus, I am hear today to speak for myself and my two children. We are all wild Idaho lovers. I am also here, though, to represent Merriam Lake, which is on the side of Mount Borah, and Merriam Peak in the White Clouds next to Castle Peak. I know absolutely that the two men for whom those two geographic areas were named believed that we are stewards of the land and as such it is our responsibility to preserve the ecosystems.

I sat here today listening to the arguments about the future of one of the west's greatest assets, and those arguments have centered on provision for rather than protection from environmental degradation. This issue has been important for over twenty years and still is, but since then the push has gone from wilderness plan to management plan, and it appears to me that the voices of reason are not being listened to, and that is unfortunate, I feel, because I know that reason and not emotion is what solves problems.

For example, reason tells us that every economist I have heard discussing Idaho's future, that mining and timber harvesting are no longer viable paths to prosperity. And yet two of our state's leaders are ready and willing to offer up this wilderness area as a compromise which tries to address every concern but those of the areas affected. The same bill also encourages a small but often heard group of ORV users to assume that trail maintenance subsidized tax money compensate for machine noise, travel density, exhaust fumes, and conspicuous consumption.

Specifically the White Clouds and the Boulders deserve better than this so-called Wilderness Bill, for it does not speak for the wilderness at all. Instead it speaks of management for human and mechanized uses.

Why must the majority of reasonable Idahoans be overcome by a few emotional ones especially in the name of faulty economics? Unfortunately, once the damage is done, there will be no second chance to reconsider the management of these fragile areas.

Thank you.

[Applause.]

[The prepared statement of Ms. Merriam follows:]

GOOD AFTERNOON. MY NAME IS KAY MERRIAM. MY ADDRESS IS 4730 CLEARVIEW AVENUE, POCATELLO, IDAHO, 33204. I HAVE SAT HERE TODAY LISTENING TO ARGUMENTS ABOUT THE FUTURE OF ONE OF THE WEST'S GREATEST ASSETS--AND THESE ARGUMENTS HAVE CENTERED ON PROVISION FOR, RATHER THAN PROTECTION FROM ORV TRAILS, MOM AND POP MINING OPERATIONS, AND FENCE POST SAWMILLS. TWENTY YEARS AGO, I TESTIFIED AT A HEARING ON THE SAME ISSUE. SINCE THEN THE PUSH HAS GONE FROM WILDERNESS PLAN TO MANAGEMENT PLAN. IT APPEARS THAT THE VOICES OF REASON ARE NOT BEING LISTENED TO, AND THAT IS UNFORTUNATE BECAUSE I KNOW THAT REASON AND NOT EMOTION SOLVES PROBLEMS.

REASON TELLS US, AS DOES EVERY ECONOMIST I HAVE HEARD DISCUSSING IDAHO'S FUTURE, THAT MINING AND TIMBER HARVESTING ARE NO LONGER VIABLE PATHS TO PROSPERITY--AND YET, TWO OF OUR STATE'S LEADERS ARE READY AND WILLING TO OFFER UP THIS WILDERNESS AREA IN RETURN FOR THE POLITICAL POINTS TO BE GAINED FROM ENCOURAGING A FEW IDAHOANS TO PURSUE A NAIVE FRONTIER DREAM. WELL, WE ALL NEED DREAMS: MINE IS THAT WE MAKE IDAHO APPEALING INSTEAD OF APPALLING.

THE SAME BILL ALSO ENCOURAGES A SMALL BUT OFTEN HEARD GROUP OF ORV USERS TO ASSUME THAT TRAIL MAINTENANCE SUBSIDIZED BY TAX MONIES, CAN COMPENSATE FOR MACHINE NOISE, TRAVEL DENSITY, EXHAUST FUMES, AND CONSPICUOUS CONSUMPTION.

THE WHITE CLOUDS, BOULDERS, PIONEERS, AND SAUTOOTH DESERVE BETTER THAN THIS SO-CALLED WILDERNESS BILL, FOR IT DOES NOT SPEAK FOR THE WILDERNESS AT ALL. INSTEAD, IT SPEAKS OF MANAGEMENT FOR HUMAN AND MECHANIZED USES.

WHY MUST THE MAJORITY OF REASONABLE IDAHOANS BE OVERCOME BY A FEW EMOTIONAL ONES IN THE NAME OF FAULTY ECONOMICS? UNFORTUNATELY, ONCE THE DAMAGE IS DONE, THERE WILL BE NO SECOND CHANCE TO RECONSIDER THE MANAGEMENT OF THESE FRAGILE AREAS.

IN THE NAME OF MY CHILDREN; MERRIAM PEAK IN THE WHITE CLOUDS; AND MERRIAM LAKE ON MOUNT BORAH, I URGE YOU TO REJECT THIS NON-WILDERNESS BILL. I URGE YOU TO SUBSTITUTE ONE WHICH ADDRESSES WILDERNESS ISSUES AND WILL PROTECT ALL OF THE WHITE CLOUDS, BOULDERS, PIONEERS, AND SAWTOOTH.

THANK YOU,

Kay Merriam Ph.D

Senator McClure. Margo Proksa.

STATEMENT OF MARGO PROKSA, POCATELLO, ID

Ms. Proksa. It is my opinion that wilderness is what makes Idaho great. Ever since Sacajawea led Lewis and Clark to the Idaho frontier nearly 100 years ago, natural resources have been providing for the needs of the people. Somewhere along the way people lost sight of the fact that the land and water must be protected from damage that is caused by exploitation and abusive treatment. We have learned the hard way that permanent, reversible damage to the environment is a tragedy. Wilderness, true wilderness, is extremely rare on this beautiful planet. As residents of this state we have an extremely important responsibility to take care of and protect wilderness and all other natural resources.

As an artist, a painter, I am heavily dependent on the quality of the landscape and environment. In a literal way I have been using the landscape to create a series of paintings which I have been working on for the last three years. This is the first body of work I have ever allowed to dominate my thinking for such an extended period of time. I began by collecting soil samples from all over the state. The range of their beautiful colors inspired me to try to communicate what some people perceive to be the spiritual and magical nature of this environment. Here Idaho is, this special place on the planet earth, spinning in this solar system, in this galaxy, in this universe—there is no other place like it. That is what I try to communicate to the viewer; hopefully what will result is a deeper appreciation and respect for natural resources and a desire to protect what is so rare and utterly beautiful here.

If there are resources which must be extracted such as timber, minerals, or hydropower, let us be sensitive about how that is accomplished.

As the Idaho Centennial Commission says, "In 1990 it will be our turn to celebrate and rekindle pride in a history worth preserving and sharing." Wilderness is Idaho's history. We must make a commitment to preserve it. It is what we have that is worth sharing. Let us live in harmony with the landscape we are so privileged to be a part of.

[Applause.]

[The prepared statement of Ms. Proksa follows:]

FOR THE HEARING RECORD
March 10, 1988

It is my opinion that wilderness is what makes Idaho great!

Ever since Sacajawea led Lewis and Clark to the Idaho frontier nearly 100 years ago, Natural Resources have been providing for the needs of the people. Somewhere along the way people lost sight of the fact that the land and water must be protected from damage that is caused by exploitation and abusive treatment. We have learned the hard way that permanent, irreversible damage to the environment is a tragedy. Wilderness-TRUE wilderness is extremely RARE on this beautiful planet. As residents of this state we have an extremely important responsibility to take care of and protect wilderness and all other natural resources.

This wilderness bill, as proposed, should be an embarassment to every Idahoan! Right now we have an opportunity to create a legacy for our children and our great great grandchildren. Rather than learning from mistakes of the past (and present), this legislation proposes whittling down the rare, remaining wilderness areas we have and selling them off to special interest groups who have a history of mismanagement and abuse. This bill shows no sign of intelligent life in Idaho whatsoever!

As an artist, a painter, I am heavily dependent on the quality of the landscape and environment. In a literal way I have been using the landscape to creat a series of paintings which I have been working on for the last three years. This is the first body of work I have ever allowed to dominate my thinking for such an extended period of time. I began by collecting soil samples from all over the state. The range of their beautiful colors inspired me to try to communicate what some people perceive to be the spiritual and magical nature of this environment. Here Idaho is, this special place on the planet Earth, spinning in this solar system, in this galaxy, in this universe--there is no other place like it. That is what I try to communicate to the viewer, hopefully what will result is a deeper appreciation and respect for natural resources, and a desire to protect what is so rare and utterly beautiful here.

If there are resources which must be extracted such as timber, minerals, or hydropower, let us be sensitive about how that is accomplished! Strive to make a minimal impact, with less trauma to the immediate, downwind or downstream environment. The mistakes we have made have resulted in erosion, contamination, loss of fish and wildlife habitat, degraded water quality--all very expensive to repair! Let us learn from those mistakes and repair the damage done to the best of our ability, and prevent these mistakes from happening again. These should be our priorities, not capitalization and compromise!

As the Idaho Centennial Commission says "in 1990 it will be our turn to celebrate and rekindle pride in a history worth preserving and sharing." Wilderness is Idahos' history! We must make a commitment to preserve it, it is what we have that is worth sharing! Let us live in harmony with the landscape we are so privileged to be a part of!

I support 3.9 million acres of wilderness.

Margo Proksa
5192 West Old Hwy. 91
Pocatello, Idaho 83204

Senator **McClure**. Rudy Lukez.

STATEMENT OF RUDY LUKEZ, CONSERVATION CHAIR, UTAH CHAPTER, SIERRA CLUB, LOGAN, UT

Mr. **Lukez**. Governor Andrus and Senator McClure, my name is Rudy Lukez, and I am speaking before you today as the elected volunteer chair of the Conservation Committee of the Utah Chapter of the Sierra Club. I am a resident of Logan, Utah, where I work for a local aerospace company as a structural composits engineer specialized in the space program. In Logan, I am also the chair of the Sierra Club's local affiliate, the Cache Group.

I am very pleased to present our views today regarding S. 2055. Most of our views are specific to proposals made to protect, as wilderness, the Mount Naomi, Cache Crest, and Cache Peak roadless areas. Quite frankly, however, we are very disappointed with S. 2055. In short, conservationists in Utah are fully behind efforts to designate 3.9 million acres of wilderness in Idaho as represented in H.R. 1512, Representative Kostmayer's Idaho Wilderness Act.

Specifically, our members are concerned about the so-called Idaho-Utah border areas, those again being Mount Naomi, Cache Crest and Cache Peak. These areas have been visited by many Utahans in the past, particularly those from Logan, a town 20 miles south of the state line. It is unfortunate that political boundaries often do not make economic, biological or functional sense. The Logan residents often use the Caribou National Forest for recreational pursuits, including skiing, hiking, camping, hunting, and fishing.

That is why we, as active outdoor users and residents of the State of Utah feel qualified to speak on Idaho's public lands. This is why we have sent letters to Governor Andrus and Representative Stallings regarding the future of Southern Idaho's roadless areas.

Regarding S. 2055, we are generally pleased with the boundary proposals made for Mount Naomi. It is a logical extension to the existing Mount Naomi wilderness in Utah, a 46,000 acre range extending nearly 20 miles north and south. Biologically and physically they are the same area; only an artificial political state boundary separates them.

Of greater concern, however, is the future of Cache Crest, also known as Worm Creek by the Forest Service. Within the entire Caribou National Forest there were only two agency recommendations for wilderness, one being Mount Naomi and the other being Worm Creek.

So to summarize here, we would like to overall propose that there be a Cache Crest 38,000 acre wilderness area and in addition we would like to voice our support for a Cache Peak wilderness area, a wilderness area of 25,000 acres.

Senator **McClure**. Thank you very much.

[The prepared statement of Mr. Lukez follows:]

Sierra Club
Utah Chapter Conservation Committee

TESTIMONY OF RUDY LUKEZ,
CONSERVATION CHAIR,
UTAH CHAPTER OF THE SIERRA CLUB
(P.O. BOX 3580, LOGAN, UT 84321-1180, (801) 753-5568)
REGARDING
S. 2055
BEFORE
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
MARCH 10, 1988
IDAHO FALLS, IDAHO

Utah Chapter Sierra Club • State Office
177 East 900 South, Suite 102 • Salt Lake City, Utah 84111 • (801) 363-9621

Testimony of Rudy Lukez, Conservation Chair,
Utah Chapter of the Sierra Club
Regarding S. 2055 on March 10, 1988
Idaho Falls, Idaho

Gov Andrus + Senator McClure,

My name is Rudy Lukez, and I am speaking before you today as the elected volunteer chair of the conservation committee of the Utah Chapter of the Sierra Club. I am a resident of Logan, Utah, where I work for a local aerospace company as a structural composites engineer specialized in the space program. In Logan, I am also the chair of the Sierra Club's local affiliate, the Cache Group.

I am very pleased to present our views today regarding S. 2055. Most of our views are specific to proposals made to protect, as wilderness, the Mt. Naomi, Cache Crest and Cache Peak roadless areas.

Quite frankly, we are very disappointed with S. 2055. Instead of addressing the "wilderness question," S. 2055 appears to be a forest development bill which will not adequatley protect watersheds, wildlife resources, primitive recreation and a variety of natural habitats and ecosystems.

In short, conservationists in Utah are fully behind efforts to designate 3.9 million acres of wilderness in Idaho as represented in H.R. 1512, Rep. Kostmayer's "Idaho Wilderness Act."

Specifically, our members are concerned about the so-called

Testimony of Utah Chapter of the Sierra Club
S. 2055
March 10, 1988

Idaho-Utah border areas, those being Mt. Naomi, Cache Crest and Cache Peak. These areas have been visited by many Utahns in the past, particularly those from Logan, a town 20 miles south of the stateline.

It is unfortunate that political boundaries often do not make economic, biological or functional sense. The southern portion of the Caribou National Forest, which contains Cache Crest, also known as Worm Creek, and Mt. Naomi is in many ways more a part of Utah than Idaho. I have been told, [redacted] that many early settlers thought that they were moving to Utah. Later, tax collecters from the Idaho Territory advised them of their real location. Until 1973, the southern portion of the Caribou National Forest was managed as the Cache National Forest with headquarters in Logan. Many southeastern Idaho college students go to school in Logan and many Idaho residents shop and transact business in Logan on a regular basis.

[redacted] Logan residents, [redacted], [redacted], often use the Caribou National Forest for recreational pursuits, including skiing, hiking, camping, hunting and fishing.

This is why we, as active outdoor users and residents of the state of Utah, feel qualified to speak on Idaho's public lands. This is why we have sent letters to Gov. Andrus and Rep. Stallings regarding the future of southern Idaho's roadless lands.

Regarding S. 2055, we are generally pleased with the boundary proposals made for Mt. Naomi. It is a logical extension to the existing Mt. Naomi wilderness it borders in Utah, a 46,000 acre range extending nearly 20 miles north and south. Biological and physically they are the same area; only an artificial political boundary seperates them.

[redacted] We are pleased that S. 2055 includes 18,100 acres of proposed wilderness. [redacted] This area has no significant commodity conflict; it's use has been very primitive recreation and wildlife oriented for many years and the Forest Service has recommended its core for many years for wilderness.

REL.

Of greater concern is the future of Cache Crest, also known as Worm Creek by the Forest Service. Within the entire Caribou National Forest, there were only two agency recommendations for wilderness, one being Mt. Naomi and the other Worm Creek. This area, because of its proximity to Mt. Naomi, is equally important for wildlife protection and primitive recreation. Coupled with the Utah and Idaho portions of Mt. Naomi, there is a potential for over 100,000 acres of wilderness - big wilderness which makes the maps and attracts people from places outside the local counties. It is wilderness which will protect critical watersheds and habitat. It is also wilderness which does not have significant conflicts with other uses or potential uses.

Some people are saying that the conservationist's proposal for Cache Crest will reduce local motorized recreation. I have visted our proposed area several times during all four seasons and firmly believe that this is not a problem. Most of the summer motorized recreation takes place north of the Cache Crest area while winter activity ~~rarely~~ enters out of proposed boundaries. In fact, a number of areas are simply too steep for safe entry by motorized vehicles. Some of the eastern canyons of Cache Crest can be accessed by snowmobiles, but they appear to be in infrequent numbers.

A very popular snowmobile area is the Frnaklin Basin/Cub River Road which seperates Mt. Naomi from Cache Crest. Our proposals do not, in any way, restrict this access. We are not in any manner interested in closing it in the future either. It is an excellent corridor for motorized vehicles.

In brief, a 38,000 acre Cache Crest wilderness area should be established around the Worm Creek roadless area.

And our activities in these areas do contribute to Idaho's economy. On a recent trip to Mt. Naomi, about 12 members of the Sierra Club's Cache Group ate dinner in Preston, visited the hot springs in Riverdale, and bought supplies in Franklin, after a wonderful day of cross country skiing. We made this trip because of the quality of this area as well as because we practically live next to it. For many Loganites, it is all a part of the "Cache Valley."

It is also worth noting that in an interview with the Logan Herald Journal, Gov. Andrus expressed his support for the Cache Crest, as well as Mt. Naomi. He stated this on Sept. 18, 1987, while visting the Bear Lake area.

Another significant concern is with regard to Cache Peak, near the City of Rocks area in Cassia County. On several trips to this area, my friends and I noted more Utah than Idaho cars. This area, which contains southern Idaho's tallest peak, contains tremendous opportunites for solitude and primitive recreation. At various times the Forest Service has recommended it for wilderness but it is often over shadowed by other wilderness lands in the northern portion of the Sawtooth National Forest. There is no wilderness in the southern portion of the Sawtooth National Forest, and a 25,000 acre wilderness would compliment proposals to protect the City of Rocks, the nearby ski hill and Mt. Harrision scenic drive. There are no significant resource conflicts here and wilderness designation will not diminsh any other activities nearby since the Forest Service already limits ORV use here.

Testimony of Utah Chapter of the Sierra Club
S. 2055
March 10, 1988

Again, thanks for this opportunity today and we hope you will seriously considered including Cache Crest and Cache Peak in the National Wilderness Preservation System, [redacted]

We also hope, from the sake of national consistency with previous wilderness bills in Idaho and the rest of the country, that language listed in S. 2055 petaining to mandatory timber sales, (which shows shades of Tongass Cutting in Alaska) water rights denial and ORV use be removed. There is simply no place in a bill of this type to include that language. It only slows down and may even defeat action on protecting Idaho's wildlands for all Americans.

Idaho is the wilderness state. Please protect the Gem State's most spectacular forests for the today's and tommorrow's citizens of Idaho and the nation.

Thanks again for your time.

Senator McClure. Dick Curtis.

STATEMENT OF RICHARD CURTIS, IDAHO FALLS, ID

Mr. Curtis. Senator McClure, Governor Andrus. I am opposed to the McClure-Andrus Idaho Forest Management Act as written. I feel the bill is an inadequate measure for establishing and managing roadless resources of Idaho. My reasons are as follows:

Many roadless areas with high natural wilderness values have been omitted from wilderness consideration. In particular, the Copper Basin Region of the Pioneer Mountains, much of the spectacular White Cloud Peaks roadless area and most of the Borah Peak region. In addition, the North Lemhis, the Diamond Peak and Smoky Mountain regions have been completely left out of the bill. Areas close to Idaho Falls and Pocatello which have been either partially or totally omitted from wilderness protection are Garns Mountain, Palisades, Caribou and Stump Creek. I feel that all of these areas deserve wilderness protection.

The act has been extensively and inappropriately tailored to satisfy the small minority interests of the off-road vehicle lobby. One example is the Lime Creek special management area where certain trails will be designated for use solely by motorized vehicles. In this case my government is asking me or requiring me to buy a hazardous, expensive toy, most likely foreign made, to venture out on public lands. And I really don't understand that thinking. It's no wonder we have a trade imbalance, I guess.

The bill continues to condone and promote government subsidized logging operations. And as a taxpayer I am opposed to this type of activity.

The bill fails to position our state to support our fast growing tourism industry by not protecting more of our valuable wilderness resource. It's just plain folly to subsidize declining industries at the expense of the growing unsubsidized industry such as tourism.

To end on a positive note, though, I would like to voice support for the Idaho Wilderness Act, H.R. 1512. This bill was developed with input from a large cross section of knowledgeable experts and was truly a compromise bill.

Thank you.

[Applause.]

[The prepared statement of Mr. Curtis follows:]

Statement by:
Richard Curtis
Rt. 9 Box 350
Idaho Falls, Idaho 83402

for the record of the hearing on the
Idaho Forest Management Act held in
Idaho Falls, Idaho on March 10, 1988
by the Subcommittee on Public Lands,
Senator Dale Bumpers, Chairman.

I am strongly opposed to the Mc Clure/Andrus Idaho Forest Management Act (IFMA) as the bill is a totally inadequate measure for establishing and managing the forest resources of Idaho. The major flaws in the bill are briefly presented below.

1) Many roadless areas with high natural wilderness values including both scenic and wildlife resources have been omitted from wilderness consideration. In particular, the Copper Basin region of the Pioneer Mountains from the Wildhorse Creek drainage to the Antelope Creek drainage has been omitted. Much of the spectacular White Cloud peaks roadless area has also been omitted along with most of the Borah Peak region. The North Lemhi, Diamond Peak, and Smoky Mountains have been completely left out of the bill. Areas close to the population centers of Idaho Falls and Pocatello which have been either partially of totally omitted but which should be given wilderness protection are Garns Mountain, Palisades, Caribou and Stump Creek. The areas listed above have limited if any forest or mineral resources but are unique to our state and contain some of the most outstanding but fragile scenery in our country. As I have hiked and backpacked extensively through all these areas, I can attest to their wilderness value.

An additional significant weakness in the bill is that boundary designations of the proposed wilderness areas are both illogical and inadequate, making future management and control difficult if not impossible.

2) The IFMA has been extensively and inappropriately tailored to satisfy the small minority interests of the Off-Road Vehicle (ORV) lobby. Several areas will be either opened up to ORV use or cross cut by special corridors. Included in these areas are the well known Boulder-White Cloud and Trinities roadless areas. One truly outrageous concession to the ORV lobby is in the Lime Creek Special Management Area where certain trails will be designated for use "solely by motorized vehicles". ORV's are incongruous in the wilderness and destroy not only the natural solitude which visitors seek but also are destructive to fragile terrain and plants, scar the meadows and hillsides, and put additional stress on the wildlife of the area. ORV's are also dangerous to the riders as well as others using the trails. As you know, our nation has been forced to ban the importation of some of the models of these devices because of inherent instabililty problems. We as a nation should not encourage the use of ORV's; we have already witnessed enough serious permanent injury and loss of life. Let us instead promote healthy,

non-destructive activities such as walking and hiking in our national forests and wildlands. I can assure you a pair of boots and a backpack are significantly less costly than a smelly, noisy, dangerous ORV.

3) Special management language has been written into the bill which adversly impacts de facto wilderness areas by mandating excessive timber harvests without regard to market conditions or endangered species in the area and by overriding existing wilderness water rights presently protected by federal law.

4) The bill continues to condone and promote government subsidized logging operations. As a taxpayer, I am opposed to supporting hazardous logging operations in areas where it is not economically feasible. It would be cheaper to retrain individuals to perform constructive work than to insist on trying to keep them employed in a dangerous and unproductive job.

5) The bill fails to position our state to support our fast growing tourism industry. Senator McClure is apparently unaware that tourism is now in second place as our most important industry in Idaho and may soon become the leading industry. I would expect our leaders to be sufficiently intelligent to recognize the foolishness of subsidizing declining industries such as mining and logging at the expense of a growing unsubsidized industry such as tourism.

6) The bill and the associated hearings are just bad government. For some reason an attempt is being made to rush the bill through without providing proper time for public response. In addition, Senator Mc Clure publicly proclaimed that the bill is perfect and he won't consider requests for major changes. What happened to the democratic process?

7) The bill defines a road as "any parallel track together with an area covered by 50 feet to each side from the center line" and specifically excludes these areas from wilderness consideration. This definition is extremely short sighted and again demonstrates the bias of the bill toward opening areas for use by the ORV lobby.

To end on a positive note, I would like to voice support for Peter Kostmayer's Idaho Wilderness Act, House Bill 1512. This bill was developed in a responsible fashion with input from a large cross section of knowledgeable economic, forest, wilderness, and public experts. It was truly a compromise bill, designating only 4 million acres as wilderness out of a potential 9 million acres.

Senator McClure. Thank you, ladies and gentlemen.

Would the next group please come forward, and while they are coming to the tables, I wonder if the following persons would come down to the front row: Dennis Bitton, John Tanner, James Blaes, Ken Katsma, David Sealander, Jim Aho, Bob Tokle, and Joanne Tokle.

We will first hear from Bob Stevenson.

[No response.]

Senator McClure. Judith Hawkes.

STATEMENT OF JUDITH HAWKES, GLOBAL ENVIRONMENTAL PROJECT INSTITUTE, KETCHUM, ID

Ms. Hawkes. Thank you, Senator McClure and Governor Andrus. Hi, Beth, I have heard so much about you. Thanks a lot for letting me be here today to address these concerns.

From having dabbled in politics a little myself, I know what one goes through in trying to meet the needs of constituents with so many varied interests. It seems like you have succeeded in one sense, in the fact that no one wants the bill so far, but there are different reasons and I, too, must join the ranks and say that I have serious reservations about the Idaho Forest Management Act of 1988.

I prepared a paper on biodiversity because that's a subject that I am really interested in now, and I'll submit it for the record without going into all the details. But one of the biggest concerns and threats to the planet today is the loss of biodiversity and what causes that loss largely is the destruction of our forests and the habitat, and the fact that large mammals still exist, even though they are threatened, indicate that there might be communities surviving along with those big mammals that have a lot of things that we should be studying, and before we lose them—one of the best examples that we have now is the fact that in 1960 children with leukemia only had one chance in five of going into remission or recovery from the disease, and since they found a substance in the rosy periwinkle in the tripical forests, now four out of five children are cured today. There is a lot left in our forests that we don't know about, and I would like to buy a little bit more time for our land and try to look at it with a long-term vision. And I know that it's our plan here in Idaho, but it does belong to everybody in the U.S. and ultimately everyone in the world, and I would hope that we could save a little more of it, and I just support the bill now in the House, 1512.

Senator McClure. Thank you.

[Applause.]

[The prepared statement of Ms. Hawkes follows:]

Global Environment
Project Institute

FOR THE HEARING RECORD - S2055
March 10, 1988
Idaho Falls, Idaho

Senator McClure, Senator Bumpers and Members of the Senate Sub-Committee on Public Lands, National Parks, and Forests:

My name is Judith Hawkes, and I am Director of the Global Environment Project Institute, an Idaho non-profit organization. Our purpose is public education on large-scale global concerns of population, resources, environment, and development. Most importantly, we help people to understand how these global issues specifically affect all of us, and how Idahoans can create a better world by solving these problems right here at home.

One of the most serious threats to the survival of our planet is the loss of biological diversity. Extinction of species is a worldwide problem. We are now losing an estimated 1000 species per year and that rate could reach 5000 per year in the near future. Unless we reverse this trend, one-half of the planetary spectrum of species will be gone in fifty years. Harvard biologist E.O. Wilson has eloquently stated the seriousness of the biological diversity crisis: "The loss of species diversity by the destruction of natural habitats...is the folly our descendants are least likely to forgive us."

Earth's stock of species represents some of the most valuable natural resources with which we can confront the unknown challenges of the future., We depend upon our fellow species for our material welfare, and ultimately for our future survival, in all sorts of unsuspected ways.

In agriculture, the productivity of our major crops cannot be maintained, let alone expanded, without a constant infusion of fresh genetic variability from wild plants. For example, the introduction of a wild wheat strain from Turkey that is resistant to several diseases has increased the worth of commercial species of U.S. wheat by $50 million per year.

The plant kingdom offers agents for a broad range of medicinal and pharmaceutical products. In 1960, a child suffering from leukemia had only one chance in five of remission. Now, thanks to the drugs prepared from the tropical forest plant, the rosy periwinkle, the child has four chances in five.

P.O. BOX IIII KETCHUM, IDAHO 83340 208-726-4030

Land plants make major contributions to industry as well, and as technology advances--in a world growing shorter of just about everything but shortages--industry's need for new raw materials will grow, ever more rapidly. "Liquid Wax" from the jojoba plant, similar to sperm-whale oil but much purer, may be used to manufacture a range of products, from automotive lubricants to cosmetics.

At the heart of the diversity crisis has been the destruction of the tropical rain forests. Although this habitat accounts for only 7% of the earth's surface, it contains about 50% of the world's known species. Tropical forests are disappearing at the rate of 50 acres per minute.

The destruction of forests, whether tropical or temperate, is a major factor in loss of habitat, species extinction, and the biological diversity crisis we face today. While much attention is appropriately being directed to conservation in the tropics, a great deal is also happening here in the United States. With only 3% of its huge land base left in its natural, unroaded state, the U.S. must rewrite its definition of progress from developing the land to preserving it--or seriously jeopardize the future of the planet. Idaho, with more wild, pristine land left than any state but Alaska, has become a symbol of the United States' last chance to right the wrongs of its unchecked expansionism.

In 1964, the U.S. Congress delivered a mandate for the preservation of wilderness, but the Idaho Forest Management Act of 1988, does not adequately address the catastrophic threat of the loss of biodiversity in the 9.3 million acres of wild land that currently exists unprotected in this state by designating a little more than 1 million acres as wilderness. The loss of habitat due to legislated timber harvests (some mandated in sensitive grizzly habitat), ORV trails (bisecting and encircling small wilderness parcels), and arbitrary boundaries (drawn without due consideration of critical watersheds, fisheries, or wildlife values) will result in permanent extinction of plant and animal species.

In Idaho, six animals (bald eagle, peregrine falcon, whooping crane, grizzly bear, gray wolf, and caribou) and one plant (MacFarlane's four o'clock) are officially listed as Threatened or Endangered. There are 19 more animals and 37 more plants officially classified as candidates for this listing.

With elevations from 1000 feet at Lewiston to over 12,000 feet at Mt. Borah, Idaho is a topographically diverse state with habitats ranging from desert to alpine. Because of its vast amount of roadless lands, Idaho's flora and fauna remain poorly surveyed. There are no firm estimates, but it is thought that Idaho has more endemic plant species than any other middle or northern Rocky Mountain state. A significant number of endemic fish species is also found here--four of the six species, which are found nowhere else in the world, are contained in Bear Lake.

Although some progress has been made in preserving biological diversity through the efforts of minimally funded state agency programs and the private sector, much work remains to be done.

In a state with relatively large amounts of wilderness, many people just don't see the need in preserving or protecting anything more. But logging, mining, agriculture, hydropower, and grazing have taken their toll on Idaho's natural diversity and will continue to do so until Idaho's nationally and globally significant lands are recognized and protected.

Why should we care about the Coeur d'Alene salamander, the gray wolf, a rare plant, a mountain landscape, or for that matter any endangered species or habitat that has no apparent resource value--something that can't be shot or eaten or sold or used up? There are a number of compelling reasons. Penicllin was developed from a mold; remedies for herpes came from sponges. The world is teeming with seemingly insignificant creatures. Tens of thousands of plants and animals have never been studied well enough to assess their potential. We know that one in ten plants species contains anti-cancer substances, but scientists have done extensive screening on only 1% of all known plant species.

Each species is essential for another reason--the role it plays in its ecosystem. Biologist Aldo Leopold stressed that focusing on species-rich communities offers the most efficient and cost-effective way to retain maximum biological diversity. While not abandoning the concept of protecting individual endangered species, there is an urgent need for an ecosystems approach to supplement current programs. Wilderness boundaries must be drawn with this carefully planned method. The "rocks and ice" or "de facto" logic will not guarantee true preservation.

Lastly, and perhaps most importantly, there are strong ethical reasons for protecting all species. What right have we, as a single species, to decide that we can eliminate any other species? To cite the words of the great American naturalist, William Beebe, "The beauty and genius of a work of art may be reconceived, though its first material expression be destroyed; a vanished harmony may yet again inspire the composer; but when the last individual of a race of living things breathes no more, another heaven and another earth must pass away before such a one can be again." We must recognize our responsibility to future generations.

In accepting the challenge of protecting the biodiversity in Idaho, you on the Senate Sub-Committee must answer an important question--can we afford not to? The time has arrived when there is little difference between being idealistic and realistic. There is a reasonable compromise now on the floor of the House, HR 1512, which would add approximately 3.5 million more acres to Idaho's wilderness preservation system--less than half of the wild land that remains.

I urge you to support this bill and buy a little more time for all of us species. It takes long-term vision to see that Thoreau was right: "In wildness lies the preservation of the world."

Sincerely,

Judith Hawkes

Judith Hawkes

Senator McClure. Liz Paul.

STATEMENT OF ELIZABETH PAUL, SNAKE RIVER ALLIANCE, KETCHUM, ID

Ms. Paul. Good afternoon, Governor, Senator, and welcome to Idaho, Ms. Norcross. I am representing the Snake River Alliance this afternoon.

The Snake River Alliance is a citizens' group based in Boise. The Snake River Alliance works to promote nonviolent conflict resolution, environmental stewardship and participatory democracy.

I would like to acknowledge both Senator Bumpers and Congressman Stallings for successfully advocating for rescheduling of the hearings on the proposed special isotope separation project, which makes it possible for me to be here with you today and not speaking out against the SIS plan.

The Snake River Alliance is opposed to Senate Bill 2055 because many critical areas are omitted from wilderness designation and boundaries do not reflect habitat, watershed, scenic or auditory considerations. Of special concern to the Alliance are the many special management designations included in the legislation. These designations would establish dangerous precedent, significantly weakening the intent and spirit of the Wilderness Act of 1964.

The land under consideration is the property of all Americans, and unless we do something about it, it's going to stay that way, and we have to remember that. The task of determining the use of this land is not an easy one. I urge you to stop for a moment and take a step forward in time. If the INF Treaty is ratified, and I hope that Senator McClure does vote for the ratification of that treaty, and if it's followed by even greater efforts to reduce nuclear arsenals and curb global nuclear proliferation, we can hope that our children and grandchildren will be enjoying life on this unique planet in 100 years.

But land undisturbed by roads, machinery, and other development may very well be scarce. Native habitat for animals and plants may be limited, there may not be much left of the American wilderness.

But it doesn't have to be that way, we have got a chance now to protect these resources. I think that H.R. 1512 is a bill which does not empty the public wildlands account of America, and we put our support towards that piece of legislation.

Thank you.

[Applause.]

[The prepared statement of Ms. Paul follows:]

The Snake River Alliance

Box 1731 · Boise ID 83701 · 208/344-9161

Elizabeth Paul
Public Comment
Senate Field Hearings
March 10, 1988
S2055

The Snake River Alliance is a citizens' group based in Boise, Idaho. The Snake River Alliance works to promote non-violent conflict resolution, environmental stewardship and participatory democracy. The organization has a membership of 500.

The Snake River Alliance is opposed to S2055 because many critical areas are omitted from wilderness designation and boundaries do not reflect habitat, watershed, scenic or auditory considerations. Of special concern to the Alliance are the many special management designations included in the legislation. These designations would establish dangerous precedent, significantly weakening the intent and spirit of the Wilderness Act of 1964.

The land under consideration is the property of all Americans. The task of determining the use of this land is not an easy one. I urge you to stop for a moment and take a step forward in time. If the INF Treaty is ratified and followed by even greater efforts to reduce nuclear arsenals and curb global nuclear proliferation, we can hope that our children and grandchildren will be enjoying life on this unique planet in 100 years.

Land undisturbed by roads, machinery and other development will be scarce. Native habitat for animal and plant life will be limited. Animals in cages, old TV clips and stories will be all that is left of the American Wilderness.

It does not have to be that way. We have a chance now to protect these resources; and it can't be done in a half-assed way. You can not protect part of the grizzly habitat and develop the other half and expect the grizzly to survive. You can't put motorbike trails through wild lands and say you have saved wilderness. You can't log one-half mile from a stream and think that the stream and the fish it supports won't be impacted.

Politics is a distressing business. It seems you are always making trade-offs. You do this for me and I'll do this for you. You give me campaign money and I'll make sure your business gets a contract. This piece of legislation is one big compromise.

This land is the responsibility of an entire nation. To insure that this legislation is truly in the best interest of our country, and of generations to come, I would suggest that Idaho's Congressional delegation and Idaho's governor should declare a conflict of interest and step aside.

HR1512 shows clearly that one need not be an Idaho politician to speak to the use of United States land within the boundaries of the state of Idaho. HR1512 is a bill which does not empty the public wildlands account of America. Thank-you.

Senator McClure. Andy Munter.

STATEMENT OF ANDY MUNTER, KETCHUM, ID

Mr. Munter. My name is Andy Munter and I am the owner of Backwoods Mountain Sports in Ketchum. I am opposed to your Wilderness Bill and support the Kostmayer Bill wholeheartedly. At Backwoods we sell cross-country skis, camping equipment, white water supplies, mountain bikes, and about 2,000 U.S.G.S. topo maps every summer.

In the ten years I have been selling topo maps I have seen a huge increase in the number of people that want maps of the wilderness. The 300 or so maps that we carry covering the entire Sawtooths, White Clouds, Boulders, Smokies, and Pioneers, about 20 percent of the maps we sell are the four topo maps that cover the overcrowded heart of the Sawtooths. Why? Because the Sawtooths are more scenic, better known, or have better access? Partially—but mostly because people from all over Idaho and all over the country want to be assured that their trip not be spoiled by motor bikes, mining or logging scars, and even mountain bikes. We must develop places and trails for these uses in Idaho, but not by sacrificing forever our truly magnificent and unique natural treasures to them.

Economically a strong wilderness bill will, in the long run, be a bonanza for Central Idaho. People and businesses from all over Idaho and the country will come to hike, camp, fish, hunt, raft, and horseback ride, with plenty of high quality lands still available for ORV's, four-wheel drives, and mountain bikes. I believe the present proposal is an embarrassing political compromise that will permanently alter Idaho's future for the worse.

A motorcycle trail right through the middle of the proposed White Cloud wilderness? Come on! No wilderness for the Boulders which virtually everybody supports? Ridiculous! Smokies left out and left with language that baffles all sides of the issue. The Pioneers, my favorite mountains, it seems that you were more concerned with acres than reasonability.

I hate to argue the economic point. I personally believe we should all have to sacrifice our own economic and personal pursuits to guarantee forever for our grandchildren and our great grandchildren in the crazy and overcrowded world I'm sure they are going to live in the privilege of experiencing the great untouched outdoors, where all by themselves, with a horse or a horseback, they can confront their fears, their limited mentality, their connection with a higher power, and the silence which will forever have its own language. Privileges most of us have been lucky to have the room to do in 20th Century Idaho.

But unfortunately economics seems to talk, so let me say, again, that as a businessman, that wilderness is economically very important to the Ketchum area and this nonwilderness bill should be greatly modified or by all means defeated.

Senator McClure. Marlene Kern.

[No response.]

Senator McClure. Jean Frazier.

[No response.]

Senator McClure. Gamewell Gantt.

STATEMENT OF GAMEWELL D. GANTT, POCATELLO, ID

Mr. Gantt. Governor, Senator McClure, I oppose the passage of Senate Bill 2055 unless the bill is substantially amended in the following respects:

First, many roadless areas deserving protection as wilderness have been omitted from this bill. It should be amended to include all of those roadless areas proposed for wilderness by the Idaho Wildlands Defense Coalition. That proposal in itself is a compromise and includes only about 3.9 million acres of Idaho's remaining approximately 9 million acres of roadless areas. Saddle Mountain and Diamond Peak are two of the areas that are omitted from this bill that should be included.

Secondly, in many cases those areas that are proposed as wilderness by Senate Bill 2055 include inadequate acreage with irrational boundaries. The acreage and boundaries of those areas proposed as wilderness by this bill should be increased and expanded to that proposed by the Idaho Wildlands Defense Coalition Proposal. This is especially true of the White Clouds, Boulder Mountains, the Pioneers, and Mount Borah.

Third, the language in Senate Bill 2055 that would strip the water rights from Idaho wilderness areas should be deleted. This language is unneeded and would set a dangerous precedent.

Fourth, the areas designated as special management areas should not be so designated. In many cases these areas deserve to be protected as wilderness.

Fifth, the special management language in Senate Bill 2055 which requires mandatory timber harvests and permits motorized vehicle use in special management areas should be deleted.

Sixth, the concept of motor vehicle corridors through the middle of many of the proposed wilderness areas is in direct conflict with the spirit of the original Wilderness Act and it should likewise be deleted. This is certainly true for the corridor down the middle of the White Clouds.

Seventh, the idea of designated certain trails for foot travel and other trails for motorized vehicles on alternating years in nonwilderness areas is irrational and it should be abandoned. Motorized vehicles, especially ORV's on dirt trails are incredibly destructive, and this proposal would only expand and increase the degradation they cause.

Finally, it appears that part of the reason for the inadequate protection granted to wilderness by this Act is the defacto wilderness argument, that many of Idaho's areas are defacto wilderness now and, therefore, do not need the protection of the Act. I moved here from a state that has little or no wilderness, little or no public lands. Don't let that happen to Idaho. Once we destroy these areas, we can never get them back.

[Applause.]

Senator McClure. Kay Finley.

STATEMENT OF KAY FINLEY, IDAHO FALLS, ID

Ms. **Finley**. Governor Andrus, Senator McClure, I, too, am dispensing with my written testimony.

I would like to disagree with the gentleman who thinks that 99 percent of the people of the area don't want wilderness. We conservationists are not outsiders. Many of us native Idahoans support a lot more wilderness. Some ask why lock up this land, and the answer is because we have witnessed the desecration that occurs in multiple use. Men and women have shown us that they are not stewards of the land. It is this fear of the destruction of the land which makes us desire that all of the remaining roadless lands become wilderness. But we are willing to compromise. House Bill 1512, the Idaho Wilderness Bill, serves as an example of intensely studied and carefully drawn boundaries. Let's use this expertise to protect our wildlands and leave them as a legacy for our children in the second bicentennial.

[The prepared statement of Ms. Finley follows:]

FOR THE RECORD

Public hearing 3-10-88 of the Idaho Forest Management Act of 1988.

Testimony of Kay Finley, 180 E. 24th St.;Idaho FAlls, Idaho.

The Idaho Forest Management Act of 1988 is abhorrentg in its effort to undermine the authority of the Forest Service and circumvent the National Forest Management Act. By mandating specified timber cuts in Northern Idaho, this Bill takes away the rights of citizens to voice an opinion on Public lands decisions.

This Bill places an inordinately high value on Idaho's timber, basing sales on inflated projections rather than on actual demand. It gives no credence to the growing tourist industry, committing taxpayer's dollars to the roads that destroy the lakes, streams, and wildlife that draw the tourists to this state.

The Idaho Forest Management Act of 1988 is totally inadequate for protecting our wild lands. It is extremely short-sighted to protect only 1.4 million of our 9 million acres which qualify for wilderness status. We have H.B. 1512 Idaho Wilderness Bill (Kostmeyer) which serves as an example of intensely studied and carefully drawn boundaries for Wilderness. Let's use it to ensure our lifestyle, Idaho's economic future and that lands be kept as a legacy for our descendents.

In particular, I am appalled that the Lemhi Range was not included for wilderness status. This rugged range stretches for over 100 miles and is one of Idaho Fish & Games Department's top priority for Wilderness. It is home to bighorn sheep, mountain goat, elk, deer, mountain lion, black bear, and antelope. It is threatened by the harvest of timber that returns only 18¢ for every taxpayer dollar spent and by uncontrolled off road vehicle use. As part of Idaho's Basin and Range Mountains, the Lemhis must be protected.

Senator McClure. I thank each of you for your testimony. If the next group would come forward, please. While they are coming forward, if we could have the following persons come down front: Jim Hayden, Barbara Heller, Barry Rabin, Charles Trost, Bill Rector, Asa Chandler, Polly Read, and Judy Demetre.

Dennis Bitton.

STATEMENT OF DENNIS G. BITTON, IDAHO FALLS, ID

Mr. Bitton. My name is Dennis Bitton. I live in Idaho and own and operate a small business here. I'd like to speak out in opposition to the proposed legislation, but not for the weak-kneed reasons many others have used here today.

I am not against wilderness areas. I wish Idaho had many more acres of wilderness. I am against this proposal because I consider it an insult to any thinking resident of this state. This is not wilderness legislation. This is de-wilderness legislation. It systematically rapes and ruins the greater part of 9 million acres of U.S. forest land in Idaho.

These 9 million acres are largely on the ridge lines. They're in the high country. As a representative of the South Fork Coalition, I can say that many residents of Idaho want those high country areas protected in order to protect downstream watersheds. They won't be protected with this legislation. It calls for more roads and weakens current definitions and restrictions involving roads. We don't need any more roads in Idaho. We have too many now. Just ask our state legislature.

The economic future of Idaho lies with tourism. It's the only growing industry in the state. We must preserve what it is that brings tourists here. They don't come here to look at our potato fields, mine shafts, or lumber mills.

[Applause.]

Mr. Bitton. They come here to enjoy a little peace and quiet, the blue ski and clear running streams, just like Idahoans. This proposed legislation is counter productive to those enjoyable activities.

I'm ashamed of some of the testimony that's been given here today. They reflect an attitude I've recognized for years. It's the unthinking, uncaring, unimaginative, knee-jerk reaction to complicated issues explained away with simplistic phrases like, "Idaho doesn't need any more wilderness," and "We can handle it better here than they can in Washington." The fact of the matter is that these are federal lands we are talking about. They don't belong to just us, they belong to everybody, including the citizens of the other 49 states who have been paying the taxes on them for so long. The citizens of New Jersey and Kansas have just as much right to walk on these national forest lands as any citizen of this state. These are not Idaho lands and forests set aside for the financial development of Idaho citizens. These are federal lands set aside for the enjoyment of all the people.

I'm fourth generation Idahoan. My children are fifth and my granddaughter is sixth. My great-grandfather settled near Riverside, Idaho, about the time Idaho became a state. I feel I have a right to talk about the future use of federal lands in the State of Idaho.

When the Senator and the Governor came out of their closed door meeting on this issue, we were told, in effect, this is it, take it or leave it. For me and my house, Governor, Senator, we'll take you at your word and strongly suggest that you leave the 9 million acres alone and see to it that current regulations involved with those lands are enforced.

[Applause.]

Senator McClure. Ladies and gentlemen, I wonder if I might interrupt for just a moment. I asked you to withhold the prolonged applause. I know there are many people who feel strongly on one side or the other, but we are not yet done with this list of witnesses and you are detracting from the opportunity to hear from people later on in the evening. I would appreciate it.

John Tanner.

STATEMENT OF JOHN E. TANNER, JR., IDAHO FALLS, ID

Mr. Tanner. John Tanner. My family has been a resident of Idaho Falls and Idaho for eight years.

There are presently over 9 million roadless areas in Idaho National Forests, and many more millions in a semiprimitive condition. To some people this seems like enough to last forever. Those of us who come from the east know better. We've seen it all disappear except for what was specifically set aside. Now, the .6 million acres proposed for special management acres, I don't see how the management proposed is much different than the way they are managed now.

The 1.4 million acres proposed for wilderness are undoubtedly the best 15 percent of the present roadless area, and this small amount deserves to be preserved as true wilderness. That means grazing should be phased out, motor vehicles should be excluded, except for emergency operations.

If the tracts defined in section 109 are excluded from wilderness, many of these areas will be badly dissected beyond what was indicated on the maps. The peace and quiet intended for wildlife and nonmotorized recreationists will be compromised throughout the areas. That means you will be able to hear them anywhere you go. And enforcement of motorized vehicle exclusion anywhere will be impossible.

I think the mandatory below-cost timber sales for the special management areas are an unjustified subsidy of the timber industry and its customers to the detriment of other uses of the forests.

Senator McClure. Thank you very much.

[The prepared statement of Mr. Tanner follows:]

COMMENTS ON IDAHO WILDERNESS BILL

There are presently over 9 million roadless acres in Idaho national forests, and many millions more in a semi-primitive condition. To some people this seems like enough to last forever. Those of us who come from the East know better. We've seen it all disappear, except for what was specifically set aside. We are here to consider preserving some Idaho wilderness while this is still possible.

The 1.4 million acres proposed for presentation in this act are the best 15% of present roadless area, and deserve to be preserved as true wilderness. Grazing should be phased out. Motorized vehicles should be excluded, except for emergency operations (firefighting, search and rescue). Predator control should be limited to hunting.

If the tracks defined in section 109 are excluded from wilderness, many of these areas will be badly dissected beyond what was indicated on the attached maps. The peace and quiet intended for wildlife and non-motorized recreationists will be compromised throughout the areas, and enforcement of motorized vehicle exclusion anywhere will be impossible.

My family has done a fair amount of hiking and camping in the Palisades and Borah Peak areas, and we believe the portions proposed for wilderness are well worth preserving, again provided they are protected from grazing and motor vehicles.

Section 201 d.(2) should be reworded to indicate that areas of less than 5000 acres may also be designated as wilderness, provided they adjoin wilderness areas of neighboring states, such that the total exceeds 5000 acres.

Mandatory, below-cost timber sales as outlined in section 103(a) are an unjustified subsidy to the timber industry and its customers, to the detriment of other uses of the forests.

John E. Tanner, Jr.

John E. Tanner, Jr.
Resident of Idaho Falls
for eight years

Senator McClure. James Blaes.

STATEMENT OF JAMES H. BLAES, IDAHO FALLS, ID

Mr. Blaes. Governor Andrus, Senator McClure, I thank you for the opportunity to be here. The first question I have is the last time I met you two gentlemen, you were happy, gay, jovial. You were on the political trail, you were joking, kissing babies, and hugging young girls, and I want to know what's happened.

Governor Andrus. You may have saw him hugging young girls, but let the record show that it was not me. Kissing babies, that's all right.

[General laughter.]

Mr. Blaes. I just want my prepared statement entered, I am not going to bother with reading it. I just had a number of items I wanted to raise, since I am a senior citizen and I have missed my afternoon nap, hot chocolate and cookie, and I won't be my usual—I am tired and I won't be my usual articulate, eloquent, abrasive self.

I have noticed one thing this afternoon, and it doesn't jibe with my experience, and that's the nice picture that the over-the-road vehicle people have painted for themselves, their conduct in the forests. That's all I want to say.

Senator McClure. Thank you very much. Your statement will appear in the record in full.

[The prepared statement of Mr. Blaes follows:]

For Hearing Record

March 8, 1988
Idaho Falls, Idaho

Senator Dale Bumpers, Chairman
Subcommittee on Public Lands

Congressman Bruce Vento, Chairman
Subcommittee on Public Lands

Gentlemen:

The Andrus/McClure "Idaho Forest Management Act" is unacceptable to me and my family. Our comments on this act follow.

1) The act is not a wilderness bill it is a land management bill for land managers. A wilderness bill should not require more than acceptable timber harvesting on the

Panhandle National Forests, should not give ORV's special corridors through wilderness and special management areas, should not allow graziers to use vehicles in wilderness areas, should not give grandfather clauses to special groups and should not be void of any federal water rights reservations.

2) The act would abrogate much of other forest management and wilderness laws created by Congress. For instance, present roadless area reviews or evaluations would be limited unless authorized by Congress (a delay tactic) It would also nullify the citizen's appeal process currently underway regarding high unacceptable timber cutting levels in northern Idaho Forests.

3) The act would change current law.

with respect to wilderness water rights. It would contradict one of the primary purposes for wilderness as outlined in the Wilderness Act. i. e federal claims to wilderness waters.

4) The definition of "roads" in the Act is weasel worded and ludicrou "Special Management Areas" designation are a political ploy to permit logging and road building in some of the most critical fish and wildlife habitat in the State of Idaho.

5) The Act would further encourage and permit taxpayer subsidized roadbuildi, for timber companies at a time Congress is under pressure to reduce the budget deficit.

6) The Act would protect no more land

④

than the Forest Service is proposing to protect through wilderness recommendation and roadless area management, with one minor exception. In fact, the act opens up far more land than it would preserve.

7) Wilderness land is a limited resource, once gone there is no more. It is nonreplenishable. The act desiginating 1.3 million acres as wilderness fails to recognize this fact of nonreplenishability. More than 9.3 million acres of national forest land in Idaho are eligible for wilderness desigination; in the past 5 years wilderness supporters have compromised at 3.9 million acres for wilderness. The 3.9 acres are supported by thousands of Idahoans and has been introduced in Congress on three separate occasions.

⑤

8) No Act is better than the McClure/Andrus proposal. Only Midwestern, Southern and Eastern Senators and Representatives can do what is necessary i.e. support and pass a bill similar to past House Bill 1512 introduced by Representative Kostmeyer. Your Constituents by numbers alone have more right to a voice in Idaho wilderness than all Idahoans.

Thank You
James H. Blass + Family

Senator **McClure**. Ken Katsma.

STATEMENT OF KENNETH R. KATSMA, IDAHO FALLS, ID

Mr. **Katsma**. Gentlemen, I came here today not to state an opinion against wilderness, only to state my opposition to Bill 2055. I would say I did enjoy the first paragraph of the bill, where you stated that certain areas of undeveloped natural forests possess outstanding characteristics and many other good words. After the first paragraph it was all downhill.

Many of the pristine areas in Idaho have been eliminated from the bill, and also I found special language of the bill that seemed to be especially written to preclude its future designation for wilderness. I find the bill unacceptable for two reasons:

It excludes much of the roadless areas that should be added to the wilderness system. Locally, of course, there is the Garns Mountains, some of the Palisades area, the North Lemhis, Caribou Mountain, and others. Throughout the state, of course, many other areas have been eliminated.

Secondly, it includes special language that I feel is detrimental to the land, especially now and for the future.

I would encourage the committee to vote no on the Senate Bill submitted by Senator McClure and instead support the H.B. 1512 that has been previously submitted by Representative Kostmayer.

Thank you.

[The prepared statement of Mr. Katsma follows:]

FOR THE HEARING RECORD
ON S. 2055

SUBCOMMITTEE ON PUBLIC LAND
COMMITTEE ON ENERGY AND NATURAL RESOURCES
IDAHO FALLS, IDAHO MARCH 10, 1988

KENNETH R KATSMA
1863 RAINIER
IDAHO FALLS, ID 83402

I WOULD LIKE TO STATE MY OPPOSITION TO SENATE BILL 2055 AS SUBMITTED BY SENATOR MC CLURE.

NOTE THAT FROM THE BILLS FIRST PARAGRAPH THAT:

"CERTAIN AREAS OF UNDEVELOPED NATIONAL FOREST LANDS" POSSES OUTSTANDING CHARACTERISTICS, -----", AND," ON THE BASIS OF THE LAND FORM, ECOSYSTEMS, --- FULFILL THE NATIONAL FOREST SYSTEMS OF A QUALITY NATIONAL WILDERNESS PRESERVATION".

HOWEVER, THE BILL THEN GOES ON TO DELETE THE MAJORITY OF THESE SCENIC LANDS AND TO DECLARE SPECIAL AND CONSUMPTIVE USE OF THE RESOURCES. ALSO, THE SPECIAL LANGUAGE OF THIS BILL IS ESPECIALLY WRITTEN TO PRECLUDE ITS FUTURE DESIGNATION FOR WILDERNESS USE.

I FIND THE BILL UNACCEPTABLE FOR TWO REASONS:

(1) THE BILL EXCLUDES MUCH OF THE ROADLESS AREAS THAT SHOULD BE ADDED TO THE WILDERNESS SYSTEM. IN SE IDAHO THESE INCLUDE GARNS MTN, SOME OF THE EXCLUDED PALISADES AREA, THE NORTH LEMHIS, CARIBOU MTN, AND OTHERS, AND

(2) IT INCLUDES SPECIAL LANGUAGE THAT IS DETRIMENTAL TO THE LAND AND THE FUTURE OF IDAHO.

I WOULD ENCOURAGE THE COMMITTEE TO VOTE NO ON THIS BILL, AND STRONGLY RECOMMEND THAT THE COMMITTEE AND SENATE SUPPORT INSTEAD HOUSE BILL HR1512 SUBMITTED BY REPRESENTATIVE KOSTMAYER. THE HOUSE BILL WOULD ACCOMPLISH TWO IMPORTANT CONGRESSIONAL ACTIONS.

(1) IT WOULD PROTECT A MORE SIGNIFICANT FRACTION OF THE ROADLESS AREAS THAT QUALIFY FOR WILDERNESS PROTECTION;
(2) REMOVE THE CONSUMPTIVE AND DESTRUCTIVE SPECIAL ACTION LANGUAGE OF THE BILL;
(3) PROTECT THE FOREST SOMEWHAT FROM THE FORCED SPECIAL UN-ECONOMIC AND SUBSIDIZED OVER HARVESTING OF TIMBER.

I URGE THE COMMITTEE TO DEFEAT THE SENATE BILL. FURTHERMORE, I BELIEVE THAT SUPPORT OF HOUSE BILL 1512 IS A FAR BETTER BILL AND MORE FULLY REPRESENTS IDAHO.

Sincerely

KR Katsma

Senator McCLURE. Mr. David Sealander.

STATEMENT OF DAVID A. SEALANDER, IDAHO FALLS, ID

Mr. SEALANDER. Thank you very much for letting me testify here today.

I am a farmer here and probably have an opinion that is a little different from a lot of other farmers and other resource producers, but I have lived here all of my life, 40 years, and I have traveled in some of these areas around Idaho, and it's always been a pilgrimage to me and a very spiritually uplifting thing always. I am very downhearted about seeing the desecration of these resources. When I was going to Brigham Young University some years back I had the pleasure of taking a class from Dr. Earl Christensen, one of the finest plant ecologists in the western states. He has passed away since. He kind of gave us all a lot of the ecological facts of life in this class. He took us out to a lot of places through the Uintas and showed us where they pastured sheep over a hundred years ago. You could still see it, it was still destroyed. It would probably take a thousand years or more if it was ever to regenerate.

I feel like there is one thing that every living thing on this earth has survived and progressed by creation or evolution, whatever you want to call it, and that's to do more with less. I think it's very clear that every living thing that has progressed on this earth has learned to do more with less. And I think as human beings we need to learn to do more with less, to take less from the earth and to give more.

Is this the standard that we see around us? We see countless ways that human beings have destroyed the Kingdom of God for the great economy, the very thing upon which their lives depend. And all out to make a living, keep the multi-national corporate totalitarianist scum afloat. This proposal for a wilderness bill does not even begin to designate a simple tithe to the Creator, it does not dole back a simple 10 percent for the Creator to manage in his way.

Senator McCLURE. Thank you, I appreciate your testimony.

[The prepared statement of Mr. Sealander follows:]

David A. Sealander
Route 4, Box 371
Idaho Falls, Idaho 83402
(208) 522-1022
March 8, 1988

Senators and those it may concern,
FOR THE HEARING RECORD:

With regard to the proposed Idaho Forest Management Act of 1988 I would offer the strong pronoucement that it is of such abundant insufficiency as to warrant throwing it out.

I am a farmer who was born and continues to live and work on the family farm here near Idaho Falls, Idaho. I attended Ricks College and Brigham Young University where I had the privilege to study plant ecology from the late Dr. Earl Christensen, one of the finest plant ecologists of the western states. Under his sight we learned some of the ecological facts of life, which yet remain unknown to probably the majority of human inhabitants of this land and the subtle and usual not so subtle influences of heavy handed human activities in testosterone overdrive. These destructive situations usually take several hundred years to a century plus under the management of the God of Life to rehabilitate and others may remain through all future history, degraded. There is no ecosystem that can exist on any given piece of land under natural physical conditions of weather and soil that can provide more abuntantly to the whole community of life than a wildernes-balance of nature climax ecosystem. It captures a greater percentage of the suns energy and passes it most carefully to the largest variety and constant dynamic of living creatures (biosphere) that is possible. American farmers have become some of the least efficient producers in the world, using between two and twenty calories of fossil energy for every calory of food energy renderred. Every living thing that has come to be on this earth, survived and progressed , has learned to do one thing above all: DO MORE WITH LESS. Yet, what is the standard of this countrys human inhabitants?... to take less and give more?...! Are we not in countless ways destroying the Kingdom of God, the Great Economy, the very thing upon which our lives depend to satisfy the mean and greedy demands of our little disecomonies: making a killing, keeping the multinational and corporate totaliterianist scum afloat. This pathetic proposal does not even permit a mere tithe of 10 % for the Creator to manage as he would-as wilderness where the prophets of all ages were tutored.

EVOLUTION ⟶

Primitive Ecosystem Beginning Succession Simplified, Post-climax, Disturbed Ecosystem		Advanced Ecosystem Climax Ecosystem Wilderness, Steady-state Dynamic-Equilibrium Ecosystem
higher	ENTROPY	lower
less	PERCENTAGE OF AVAILABLE SOLAR ENERGY CAPTURED AND USED BY LIVING ORGANISMS AND SYSTEMS	greater
lower	NUMBER OF SPECIES	greater
lower	NUMBER OF SYMBIOSIS	greater
less	STABILITY	greater
less	COMPLEXITY AND DIVERSITY	greater
less	QUALITY AND QUANTITY OF FUNCTIONS CONSOLIDATED WITHIN A FINITE PHYSICAL STRUCTURE AND FINITE AMOUNT OF SPACE	greater
greater	SIMPLICITY AND UNIFORMITY	less

RETROGRESSION ⟵

The process of Evolution can be defined in other words: the taking up of more available energy and passing it cyclically more efficiently from one living thing to the next. Efficiency, doing more with less. Implosion, miniaturization, vertical integration. Maintaining conservative stability in terms of general adaptability to energy flux in the environment, while aquiring radical new abilities.

Four basic principles:

- There is no such thing as a free lunch.
- Everything is inter-related and inter-connected
- Everything goes somewhere (energy and matter composite is neither created nor destroyed)
- Nature usually knows best

This proposal leaves out many high quality areas and areas of critical significance to endangered species and wildlife, drawing boundaries as one might expect of ecological illiterates, showing little regard of continuance of resourse value. It prohibits buffer zones. It mandates timber harvest and hard release while they smash down local public buildings and private and haul the slivers and rubble to landfills. Prosperity based upon rendering all things to the great god Entropy. Mandate ORV (motorized toys) use in some areas. Mandate timber harvest far above alowable growth cycle and likely send much of it overseas . Override apeal process and management decisions by Secretary of Agriculture and other U. S. Forest service personel.

House Bill 1512 offered by Peter Kostmeyer begins to approach something worthy of serious consideration but This bill does not.

I do not spend much time using these areas for recreational activities or spiritual regeneration though I have made a few pilgrimages to them in my 40 years. My lifestyle does not permit much regular traveling out and about so far but the times that I've had the privelege has been priceless absolutely!

There are no more productive lands on earth for the benefit of man and all the rest of the community of life remaining and it would serve us the best to quit pretending to be desperate and starved for resources as we haul hundreds and hundreds of truckloads to the insanitary dumps every day. Who is being kidded here anyway?

Lets do something better.

Sincerely-essentially,

Senator McClure. Jim Aho.

STATEMENT OF JIM AHO, POCATELLO, ID

Mr. Aho. My name is Jim Aho. I am testifying against the Idaho Forest Management Act because it does not do enough to protect Idaho's last remaining parcels of wilderness.

I have in mind particularly the most glaring oversight of the act, the Lemhi Mountains from designation as wilderness. I am not going to recite statistics documenting the wilderness attributes of the Lemhi Mountains. These are available elsewhere in the public record. But I do want to remind the hearing officers of four facts: First, the Lemhis are the longest mountain range in the Gem State without a recognized road bisecting it, although trail machineers and off-road vehiclers do periodically traverse the range.

Second, the Northern Lemhi Range was the major hunting ground of the Lemhi Indians and was until the first part of the century home of the Lemhi Indian Reservation. It still contains evidence, largely explored, of archaeological treasurers which, under law, we have an obligation to protect.

Third, in the RARE II testimony 64 percent favored wilderness designation for the Southern Lemhis—that includes the Diamond Peak area—and no less than 78 percent of those who testified at RARE II favored wilderness designation for the Northern Lemhis.

Fourth, the wilderness attribute rating calculated by the Forest Service for RARE II is 25 for the Northern Lemhis. This would be one of the highest wilderness attribute ratings of any area in Idaho and is comparable to that for Mount Borah, which the Idaho Forest Management Act does propose for wilderness designation.

The omission of the Lemhi Mountains from wilderness classification in the act is shocking for four reasons: First, both the north and south parts of the range have been administered as defacto wildernesses since RARE II. Second, the paucity of trails, poor maintenance of existing trails—a good thing, to my way of thinking—and low identified timber and mineral values in the range means that there have been few reported conflicts between preservationists and alternative forest users. Third, preservationists have worked satisfactorily for years with the Forest Service to enable logging and mining in the foothills adjacent to the higher basins of the Lemhis in such a way as to minimize harm to the wilderness attributes of the range.

In closing, I recommend that the authors, Senator McClure and Governor Andrus, of the act abide by the boundary suggestions first laid out during RARE II by the Lost Rivers-Lemhi Range Wilderness Council and recognize the 400,000 acres within those boundaries as wilderness.

Thank you.

[The prepared statement of Mr. Aho follows:]

TESTIMONY GIVEN AT FIELD HEARINGS ON THE IDAHO FOREST MANAGEMENT ACT

Idaho Falls, March 10, 1988

My name is Jim Aho. I have lived in Idaho since 1970 and in the Pacific Northwest all my life. I am the father of three sons who I introduced to the outdoors before they were able to walk (carrying them on my back in a baby carrier). I know the areas in southeast Idaho under adjudication intimately, having spent many weeks hiking and climbing in them. I was director of the now defunct Lost Rivers/ Lemhi Range Wilderness Council and of the Committee for the Preservation of Pebble Basin. I therefore believe I can speak with some authority about Idaho's wilderness in general and of the necessity of preserving as much of it as possible for the next generation.

I am testifying against the Idaho Forest Management Act because it does not do enough to protect Idaho's last remaining parcels of wilderness. Although I believe the Act contains passable compromises in regard to the area due north of Mt. Naomi and in the Mount Borah-Leatherman Peak region, the Act contains many more impermissible compromises: the exlusion of the Boulder Mountains, Worm Creek, and Rainy Creek-Bear Creek in the Palisades from wilderness classification, and Germania Creek and Frog Lake in the White Clouds. However, the most glaring oversight is the complete omission of the Lemhi Mountains from designation as wilderness.

I am not going to recite statistics documenting the wilderness attributes of the Lemhi Mountains. These are available elsewhere in the public record. But I do want to remind the hearing officers of four facts: First, the Lemhis are the longest mountain range in the Gem State without a recognized road bisecting it (although trail machiners and off-road vehiclers do periodically traverse the range). Second, the northern Lemhi range was the major hunting ground of the Lemhi Indians; and was until the first part of the century home of the Lemhi Indian Reservation. It still contains evidence (largely unexplored) of archaeological treasures which, under law, we have an obligation to protect. Third, in RARE II testimony, 64 % favored wilderness designation for the southern Lemhis, and no less than 78 % favored it for the northern Lemhis. Fourth, the Wilderness Attribute Rating calculated by the Forest Service for RARE II is 25 for the northern Lemhis. This is one of the highest WARs of any area in Idaho and is comparable to that for Mount Borah, which the Idaho Forest Management Act does propose for wilderness designation.

The omission of the Lemhi Mountains from wilderness classification in the Act is shocking for four reasons: First, both the north and south parts of the range have been administered as de facto wildernesses since RARE II. Second, the paucity of trails, poor maintenance of existing trails (a good thing to my way of thinking), and low identified timber and mineral values in the range means that there have been few reported conflicts between preservationists and alternative forest users. Third, preservationists have worked satisfactorily for years with the Forest Service to enable logging and mining in the foothills adjacent to the higher basins of the Lemhis in such a way as to minimize harm to the wilderness attributes of the range. There is a potential annual yield of 5 million board feet of timber in the Lemhi Range. All but 100,000 board feet of this harvest is eliminated in the wilderness boundaries proposed by the Lost Rivers/ Lemhi Range Wilderness Council. Fourth, preservationists have always supported the continued grazing of sheep and cattle in the Lemhis, the major economic use of these mountains. In conclusion, by omitting the Lemhi Mountains from designation as wilderness, the Idaho Forest Management Act contradicts administrative precedent and creates conflicts where there need be none.

I recommend that the authors of the Act abide by the boundary suggestions first laid-out during RARE II by the Lost Rivers/ Lemhi Range Wilderness Council and recognize the 405,000 acres within those boundaries as wilderness.

Thank you for your fair consideration of the merits of this request.

James A. Aho
206 South 17th
Pocatello, Idaho 83201
208 232-1558

Senator McClure. Bob Tokle.

STATEMENT OF ROBERT J. TOKLE, POCATELLO, ID

Mr. Tokle. I feel that the proposed wilderness area should be strengthened to protect the roadless lands and wilderness still available to us in this area. Other regions in the United States unfortunately have no such opportunity. I will never forget how a fellow Yellowstone Park employee commented as we drove past Lewis Lake in Yellowstone Park that all such beautiful lakes in his home State of Michigan are surrounded by homes and cabins.

In particular, I feel that Lionhead near Yellowstone should be kept in the proposal as wilderness area and that Rainey Creek drainage and the Palisades should be added. The Loop Trail in Rainey Creek crosses the stream in a number of places and trail bikes would cause unwarranted damage, especially erosion.

Also, I would like to point out that currently no wilderness areas exist in Eastern Idaho. The creation of some areas, including Lionhead and Rainey Creek, which would help expand the proposal, is already in there, would bring economic benefit to our area. Approximately two million tourists visit Yellowstone Park every year and about four million visit the Tetons. Even if a small fraction of these people would come the few miles into Eastern Idaho as a result of the new wilderness areas, for both hiking and the usual tourist activities, this would have a large and needed benefit for the Eastern Idaho economy.

Senator McClure. Thank you very much. I would observe that maybe Joanne is not here.

Mr. Tokle. Yes, she is not here.

Senator McClure. Thank you.

Thank you, gentlemen. If the next panel will come forward, please.

Jim Hayden is first.

[No response.]

Senator McClure. Barbara Heller.

STATEMENT OF BARBARA HELLER, HAILEY, ID

Ms. Heller. Governor Andrus, Senator McClure, Beth Norcross, my name is Barbara Heller. I reside in Hailey and am here to testify for additional wilderness.

Please support the Idaho Wildlands Defense Coalition Bill setting aside almost 4 million acres of roadless land as permanent wilderness.

There is obvious support for more wilderness protection in the mountain ranges of Southern and Central Idaho, the Sawtooth Completion, the Boulder-White Clouds, the Smokies, the Pioneers, and the Lost River Range.

Senator McClure and Governor Andrus, you have ignored the local people. You have said for years, Senator McClure, that the local communities and people of Idaho ought to have a big say in how the public lands of Idaho be legislated.

In this legislation you are not giving what the local people in Central Idaho want. They want more wilderness, an almost unanimous support by the locals.

You've taken into consideration what the people in Northern Idaho want with additional timber cuts allocated, yet in Central Idaho we've be ignored.

Please listen to us by legislating as wilderness as much primitive area as possible for us and our future generations to enjoy. I support H.R. 1512 as a fair compromise.

And for the record I have a copy of an ad that was put in the Statesman last August with a list of businesses and individuals that support wilderness in Central Idaho.

Senator McClure. That will be received for the committee file.

Ms. Heller. I also have a sampling of names, 262 of them, in support of North Central Idaho wilderness, and I will submit copies for the hearing record to Chairman Dale Bumpers' office.

Senator McClure. You can just leave it with us and it can be made a part of the committee file.

Barry Rabin.

STATEMENT OF DR. BARRY H. RABIN, IONA, ID

Dr. Rabin. Thank you. I would like to testify that I am also here in favor of more wilderness, and there are a number of reasons why I have come to this opinion, and I won't read my entire statement but just a couple of things.

I am a new resident of Idaho, coming from the East Coast, and one of the things that I appreciate most is the open space and the vast unspoiled wilderness of Idaho, and this is something that the East has done a very poor job of preserving over the years, and I think that the same thing would eventually befall this region if we don't take special care to preserve it.

Just a couple of other things. I think there are many people who oppose wilderness legislation and one of the most common justifications given for that is economic reasons, that the local and state economies would not benefit, and I support the view that that is not true. I think in the long run, and maybe not that long—in fact, a readjustment of economies that do depend on recreation which is not necessarily consistent with wilderness preservation would be readjusted to come in line with the wilderness ethic, and in so doing I think in the long term the economy would be stronger, it will be healthier and more lasting.

I am in support of the Idaho Wildlands Defense Coalition previous proposal for 3.9 million acres of wilderness. There are some specifics about the McClure-Andrus proposal which I would like to mention that I disagree with, in particular the special management designation for almost half of the proposed acreage. I think the special management designation is inappropriate and is not really consistent with wilderness designation at all. It allows road building and logging, and I don't necessarily think that these activities should not be given their appropriate space, but they should not be combined with wilderness designation.

Finally, as a closing statement, I think that economies change over the years, different industries rise and decline and so forth, but wilderness can only be wilderness once, and once it's spoiled, it can never be returned to its original state. So I think Idaho ought to do all it can possibly do to preserve it.

Senator McCLURE. Thank you.

[The prepared statement of Dr. Rabin follows:]

March 9, 1988

Barry H. Rabin, Ph.D

FOR THE HEARING RECORD

I am writing this testimony to publicly express my belief that the proposed McClure/Andrus Wilderness Proposal is inadequate and unacceptable. There are several reasons why I have formed this opinion and I shall address these below.

Firstly, I believe that Idaho, which contains vast, beautiful and as yet unspoiled wilderness regions as well as unsurpassed natural resources, should take a strong environmental stand to protect these valuable lands. This can only be accomplished through a permanent commitment to preservation, i.e. Wilderness status designation.

Opponents of Wilderness legislation often site economic reasons as justification for not granting Wilderness status. I believe that an economy which is supported at the expense of environmental preservation is a bad economy. I do not mean that all logging is bad or that people have no right to enjoy recreational activities such as off-road vehicle use, snowmobiling, hunting, etc. On the contrary, I acknowledge these freedoms as being an important part of American life. However, many of these activities, which can be harmful to the environment, could be conducted on lands which are set aside for such purposes and which would not conflict with the preservation of Idaho's pristine wilderness areas. Yes, a commitment to saving Idaho's wildlands may adversely effect, in the short term, local and state economies. However, the people of Idaho would respond in the near future with a new economy which is consistent with and founded upon the preservation ethic. The result will be an economy which is stronger, environmentally sound and more lasting.

Realizing that all legislation requires compromise, let me not give the impression that all 9.3 million acres of Idaho national forests which are eligible for Wilderness designation should be granted Wilderness status. I would support the compromise recommended 5 years ago by the Idaho Wildlands Defense Coalition that 3.9 million acres of the most critical and deserving lands be set aside. The McClure/Andrus proposal which would designate only 1.3 million acres falls far short of this reasonable compromise and in fact leaves out many of the critical, most threatened areas altogether. In addition, several of the areas which are included in the proposal are further compromised by inadequate boundaries, "special management" language, off-road vehicle use and elimination of Wilderness water rights.

Almost half of the proposed acreage would be given "special management" designation. The "special management" language is taken directly from the Clearwater and Payette National Forest management plans which are currently and will be under appeal, respectively. The McClure/Andrus proposal, if signed into law, would deny the citizens of their legal right to improve forest plans, as provided by the National Forest Management Act. I strongly oppose the "special management" language and believe that it should not be part of the wilderness bill. This designation permits road building and logging within its borders and is thus not consistent with wilderness preservation. Although there is room for compromise on the amount of land which should be given wilderness status, there is no justification for compromise within the designated borders.

I oppose mandated logging on the Panhandle Forest. This area is designated grizzly bear habitat and should be protected. In addition, the logging industry has dominated the management planning of our forests for too long. Over the last 5 years timber harvesting in most of our national forests has cost the taxpayers more to administer than has been received from the sale of timber. To continue to subsidize a timber program which loses money while at the same time destroys valuable wilderness through road building and clearcutting is unacceptable and must be stopped. The Forest Service's own data show that the highest economic value of most national forests is in the preservation of clean water, wildlife habitat, wilderness and recreation. This is the mandate which should be emphasized.

Another unacceptable part of the proposed legislation is the language which would change the wilderness water rights which are currently recognized by law. Preservation of water rights is one of the primary functions for Wilderness as outlined in the Wilderness Act.

I realize that much work has gone into preparing the current proposal and that the interest of many groups are represented. Although legislation is long overdue in Idaho, we must not pass a bill that is based on shortsighted management of lands that should be preserved for generations to come. I oppose the proposed McClure/Andrus bill and plead for continued work toward a bill that will grant Idaho's wildlands their due recognition.

Idaho has the opportunity to accomplish what no other state in the lower 48 can. The largest areas of unspoiled wilderness that remain are under consideration. We have the obligation to insure that these lands are protected for future generations. Many other states have compromised away truly magnificent wilderness resources in the name of economic growth and development and there will come a day when these lands are valued more than any amount of money. If we have the courage now not to forsake our natural riches for dollars, then when that day comes Idaho will stand alone. Economies will grow and shrink, industries will rise and decline, but the wilderness of this earth, once violated, can be true wilderness no more.

Sincerely,

Dr. Barry H. Rabin

Senator McClure. Charles Trost.

STATEMENT OF DR. CHARLES H. TROST, POCATELLO, ID

Dr. Trost. Thank you, Senator McClure and Governor Andrus. My name is Charles Trost, and I live in Pocatello, Idaho. I have been an Idaho resident for twenty years. I have a Ph.D. in biology from UCLA.

I think your Wilderness Bill is insufficient, and I have several reasons, but specifically I think that the special management designation is poor; I think the mandatory cut in North Idaho is a very poor example. I think the corridors for several of these wilderness areas are very poor. And I would like to see these things change and I would like to see a Wilderness Bill brought forward this year.

In the course of doing research for this topic I ran across a tremendous book, and I would like to read from it. It's by an author named Barry Lopez, and it's entitled Crossing Open Ground, published in 1988. "The insistence of government and industry, that wilderness values be rendered solely in economic terms, has led to an insidious presumption, that the recreational potential of wildland, not its biological integrity, should be the principal criterion of its worth. This, in turn, has shifted public attention away from concerns about wilderness that are harder to define (or price out) and created problems of its own, by making personal risk and physical exertion more the hallmarks of a wilderness experience than finding humility and serenity. The spiritual, aesthetic and historical dimensions of wilderness experience, at least in congressional hearings, have become subordinate. A sublime encounter with perhaps the most essential attribute of wilderness—falling into resonance with a system of unmanaged, non-human centered relationships—can be as fulfilling as running a huge and difficult rapid. Sometimes they prove, indeed, to be the same thing. America, at least in its written law, is uncertain what it values in wilderness, beyond recreational utility. That wilderness can revitalize someone who has spent too long in the highly manipulative, perversely efficient atmosphere of modern life is a widely shared notion; but whether wilderness experience has a clear therapeutic value remains scientifically uncertain."

I feel very much that it does in fact have therapeutic value, and I would like to urge to you to be statesmen and come out with the 9.3 million acres of wilderness.

Thank you.

[Applause.]

[The prepared statement of Dr. Trost follows:]

March 10, 1988
225 N. Lincoln
Pocatello, Idaho
83204

TO: Senate Hearings on Idaho Wilderness Proposal

SUBJECT: Idaho Forest Management Act (S.2055)

FROM: C. H. Trost, Ph.D.

I have lived in Idaho for twenty years. I have visited many of the areas being proposed for wilderness status, as well as many of the areas deleted from this proposal. I am a Professor of Biological Sciences at Idaho State University, Curator of Ornithology at the Idaho Museum of Natural History, and am the President of the Idaho Audubon Council. I want to testify today as a private individual, however. In past years I have driven at my own expense to Soda Springs, Idaho Falls, and Salmon for the opportunity to testify at Idaho wilderness hearings. I thank you for the chance to do so again today. I do not feel that the McClure/Andrus bill adequately protects Idaho's potential wilderness, and wish to express some of my reasons and concerns.

Last summer my wife and I rode mountain bikes across central Idaho from Nez Perce Pass, near Darby, Montana to Elk City, Idaho. From there we rode up to the confluence of the Selway and the Clearwater Rivers. We were surrounded by wilderness much of the way, and I got a chance to see just what a easy public access and a road corridor does between two wilderness areas. Several similar corridors are proposed in this wilderness bill, which I find particularly offensive. I found several places this past summer where ORV's had been driven into the wilderness. Their tracks were quite obvious in the trails. I also saw several commercial horse packers and their California clientele entering the wilderness. I realize that this must bring considerable money into Idaho and the local economy, which certainly needs all the help it can get. I personally own a dirt bike, drive a four-wheel drive vehicle, and even own a snowmobile, but I don't advocate taking any of them into wilderness areas. I don't even wish to take my mountain bike into the wilderness, as there are more than adequate places to ride as it is. It just doesn't make much sense to me that horses are allowed into wilderness either. In addition to causing erosion to the trails, leaving their feces everywhere, attracting and feeding horseflies (which allows the flies to reproduce), and eating the wilderness vegetation, they defecate seeds. Horses thereby start introduced species of plants in this supposidly sacrosanct environment. It seems to me that very few people in Idaho understand or appreciate just what a wilderness area represents. I would like to quote from one of our most eloquent modern spokesmen on this subject, Barry Lopez.

> " The insistence of government and industry, that wilderness values be rendered solely in economic terms, has led to an insidious presumption, that the recreational potential of wild land, not its bioogical integrity, should be the principle criterion of its worth. This, in turn, has shifted public attention away from concerns about wilderness that are harder to define (or price out) and created problems of its own, by making personal risk and physical exertion more the hallmarks of a wilderness experience than finding humility and serenity. The spiritual, aesthetic, and historical dimensions of wilderness experience, at least in congressional hearings, have become subordinate. ... A sublime encounter with perhaps the most essential attribute of wilderness - falling into resonance with a system of unmanaged, non-human centered relationships - can be as fulfilling as running a huge and difficult rapid. Sometimes they prove, indeed, to be the same thing. America, at least in its written law, is uncertain what it values in wilderness, beyond recreational utility. ... That wilderness can revitalize someone who has spent too long in the highly manipulative, perversely efficient atmosphere of modern life is a widely shared notion; but whether wilderness experience has a clear theraputic value remains scientifically uncertain." (Barry Lopez, 1988. On Crossing Open Ground, C. Scribner's Sons., pp81-82).

We grow up and live in an artificial world of introduced species and human controlled environments. Our towns, even in the West contain mostly Eastern or exotic deciduous trees, with no connections to the native fauna. Our birds in town are imigrants such as house sparrows and starlings, who came from Europe with white people. It is little wonder that we have little sensitivity to, or an appreciation of natural relationships. How can we be expected to understand the longer term meaning to life and the ecological balance of the natural world? The wilderness represents a chance to preserve these relationships from which we as well as future generations can learn. Lopez says it best again, and I would like to quote from another of his books.

> "One of the oldest dreams of mankind is to find a dignity that might include all living things. And one of the greatest of human longings must be to bring such dignity to one's own dreams, for each to find his or her own life exemplary in some way. The struggle to do this is a struggle because adult sensibility must find some way to include all the dark threads of life. A way to do

this is to pay attention to what occurs in a land not touched by human schemes, where an original order prevails. The dignity we seek is one beyond that articulated by Enlightenment philosophers. A more radical Enlightenment is necessary, in which dignity is understood as an innate quality, not as something tendered by someone outside. And that common dignity must include the land and its plants and creatures. Otherwise, it is only an invention, and not, as it should be, a perception about the nature of living matter." (Barry Lopez, 1986. Arctic Dreams, Bantam Books, pp362-363).

In a later chapter of Crossing Open Ground, Lopez further says:

"If it is true that modern people desire a new relationship with the natural world, one that is not condescending, manipulative, and purely utilitarian; and if the foundation upon which the relationship is to be built is as I suggest - a natural history growing largely out of science and the insights of native peoples - then a staggering task lies before us. The initial step to be taken seems obvious. We must identify and protect those regions where landscapes largely undisturbed by human technology remain intact. Within these ecosystems lie blueprints for the different patterns of life that have matured outside the pervasive influence of myriad Western technologies (though no place on earth has escaped their influence entirely). We can contemplate and study endlessly the natural associations here, and draw from these smaller universes a sophisticated wisdom about process and event, and about evolution. ...We need to do this not only for our own sake but so that our children, who too often have only the half-eclipsed lives of zoo animals or the contrived dramas of television wildlife adventure before them, will know that this heritage is disappearing and what we are apt to lose with it. What disappears with a debasement of wild landscapes is more than genetic diversity, more than a homeland for Henry Beston's 'other nations,' more, to be perfectly selfish, than a source of future medical cures for human illness or a chance for personal revitalization on a wilderness trip. We stand to lose the focus of our ideals. We stand to lose our sense of dignity, of compassion, even our sense of what we call God." (pp202-204).

I am very concerned about endangered, rare, and species of special concern in Idaho. I think several species are not protected sufficiently by this bill. In the first place, the mandated timber cut in situation one grizzly bear habitat of the Selkirk Crest area cannot do the bear any good. You state in your synopsis, "We are convinced that (logging) can be accomplished without threatening the population of bears currently residing within the Selkirk ecosystem." Well, I am not convinced. More roads and more public access have got to be detrimental to the well being and management of this animal. Unless, of course, the desire is to eliminate the problem. The recently enhanced mountain caribou herd in this area would be benefited with less logging and roads too. You refer to it as "re-introduced", but really it was there before the recent stocking was conducted. There are additionally a number of birds unique to this ecosystem that have not been adequately studied. I have personally found boreal chickadees in this same area. This species is not even officially recognized as an Idaho resident, yet it apparently breeds there where the forest is mandated to be cut. There are several other species of birds, such as hawk owls and boreal owls which have been reported from this area. Clearly, a larger wilderness area without manditory cuts would benefit these little known species. The harlequin duck nests on clear, undisturbed streams in northern Idaho. A recent survey by the Idaho Fish and Game Department only found five pair. They were centered in the Kelley-Cayuse and Mallard-Larkins areas, but I know they are also found in the Scotchman's Peak area further north. There is also the possibility they nest in the Palisades area of southeastern Idaho. The logging proposed in the Special Area provisions would certainly be detrimental to this rare and sensitive species. We need more knowledge of this bird's needs and distribution. If larger areas were included in the proposed wilderness areas, rather than designating them "Special Area Provision" (meaning defacto hard release, non-wilderness), we would maintain the limited breeding populations of harlequin ducks until we find out how to manage them. For the last four years I have been attempting to find common loons nesting in Idaho. Since far before the movie "On Golden Pond" the common loon has been symbolic of wilderness qualities in an environment. Over forty lakes in western Montana have had successful loon nests in the last several years, and they nest in the Yellowstone area too. Many adult loons migrate through Idaho, with 120 seen last April on Twin Lakes, near Preston in southeastern Idaho. There are several historical records of nests in Idaho, but to the best of my knowledge this species no longer nests here. I think there has already been too much distrubance on Idaho's lakes for this sensitive bird, and I strongly feel that more wilderness areas would benefit loons. In addition, I am not at all sure this wilderness bill adequately protects the federal control of wilderness water rights. Several of the species mentioned above need pristine water conditions, and I would like to see this protection specifically mentioned in the final bill.

I want very much to see a wilderness bill passed, and the sooner the better. However, in addition to the eliminating the "Special Area Provisions", mandated cuts, and possibly abrogated water rights, I think the bill has to include more areas in it. Why were most of the proposed areas in southeastern Idaho cut out? We need much more wilderness in the Yellowstone ecosystem, where grizzly bears are found and bald eagles nest. I really don't understand why the Centennials, Garns Mountain, or Stump Creek don't qualify for wilderness. More wilderness in these isolated areas would certainly attract more tourists, which couldn't do anything but help the local economy. Certainly lumber subsidies can't be the excuse for not including these marginal areas in wilderness. Are ORV users that powerful? Or, more likely, are these very vocal people just used as an excuse to enhance the logging industry? I was glad to see Borah Peak is included in the bill, but this is only a small part of some truly beautiful country. I have personally carried out two backpack loads of litter from Merriam Lake, within the proposed Borah Peak Wilderness Area, and doubt whether this trash would have been there if this outstanding place had already been designated as a wilderness.

I think all the areas suggested by the Idaho Wildlands Defence Coalition should be included in the bill. I would like to see 3.9 million acres included in this bill, not the poorly represented 1.3. Thank you very much for allowing me to express my concerns and desires.

Charles H. Trost

Senator McClure. Mary Jones.

STATEMENT OF MARY JONES

Ms. Jones. Gentlemen, I do not support the McClure-Andrus bill, Senate Bill 2055. Firstly, I would like to raise issue with the gentleman who earlier stated that 99.9 percent of the citizens of Southern Idaho do not want any more wilderness designation. I disagree. I want my three-year-old daughter here and her generation to still have the chance to know firsthand how wonderful a world we live in.

If only four percent of our country is as it occurs naturally, that means that we have altered, developed, or destroyed 96 percent of our land. Isn't that enough? Senate Bill 2055 threatens through vague language and omissions to leave much of what we have left open to manipulation. There is no provision for public intervention in some cases, and no regard for long range quality of water or wildlife habitat.

I think it is commendable to promote proposed legislation to keep our legacy protected. But let's not muddle that noble idea with glossed over opportunities for individuals and industries to profit regardless of the long or short-term effects. I have spent most of my life living in large cities, escaping to wilderness areas, national forests, national park land.

Six and one-half years ago I discovered Idaho. It's home. Everything I need is here. I don't have to escape any more. I think we as Idahoans have a responsibility to ourselves as human beings and to all future generations to arrest that pattern now, to protect, even at the expense of more economic growth, that four percent of our wildlands that we have left.

I urge you to consider a no vote on Senate Bill 2055 and to continue to strive for better protection of our wildlife.

Thank you.

[Applause.]

Senator McClure. Bill Rector.

STATEMENT OF BILL RECTOR, SALMON, ID

Mr. Rector. Governor Andrus, Senator McClure. Born and raised in Idaho, I have had a chance to look at this whole mess ever since it's ever started, fourteen years old when this bill was put in, I had no idea what the hell was going on at that time.

I am all for wilderness, but we have got just about enough where it's a prorated deal, where the people who really enjoy going out and doing it can, and the rest of it can be used. I am a snowmobiler, I am a four-wheeler, I have put a lot of time in the saddle up in the mountains. I have seen no damage done to it. I guess I am a backpacker, too, I spent ten months in Vietnam, seeing what the deal was over there. I don't enjoy backpacking and I don't think I could if I wanted to. There are a lot of people who can't do that type of stuff.

This bill, there are some things in it—you gentlemen have mentioned that this will stop the wilderness battle. It won't. I am going to refer to section 201, Part a, No. 5. I think it's on Page 20. Congress finds that on the basis of such review Congress hereby determines and directs that "unless especially authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless areas review or evaluation of national forest system lands in the State of Idaho for the purposes of determining their suitability for inclusion in the National Wilderness Preservation System." This has been going on for 24 years, this crap, and it's still going to go on after this is done.

Now, in summary, I am for the 1.4 million, if nobody sets foot in it. I don't care if it's a Forest Service employee, I don't care if it's a backpacker. Let's get down to the true wilderness. Let's not do this unselfish bit of sitting here and saying I want this and I want that. Let's get true wilderness in here and everybody keep their yannies out of it.

Thank you.

[The prepared statement of Mr. Rector follows:]

WILDERNESS BILL HEARING - Mar. 10, 1988

Bill Rector - Box 744, Salmon, ID. 83467
representing Salmon Ridge Runners Snowmobile Club & self

I would like to begin by stating a phrase my teenage daughter uses - GET REAL. This phrase seems to be the most appropiate way of describing the idea of having another 1.4 million acres of public land taken away from the mass majority of the people.

It's hard for us to understand how the Governor and a Senator of the State of Idaho can talk on the economic problems of the state then turn right around and take the land out of production. Get Real - show us the figures that wilderness will produce the state more income than logging, mining, recreation, etc. Show us where more jobs and business opportunities are produced by taking the land away from the majority of the people

Get real - Look at the fact of what happens when the same amount of people have a smaller area or land mass to operate or recreate in. Look at the environmental impact of the surrounding areas when people are forced to concentrate in one area rather than have the ability to spread out.

Yes, we do need a management of the public lands in order to produce and revitalize our resources at a maximum level we are capable of, but we do not need any more wilderness for a very minute percentage of the population to use. Show us where any one person is capable of covering all of the present wilderness we have in the State of Idaho and the United States. The Wilderness Act of 1964 was designed to set aside a small portion of our land to remain as Mother Nature had made it. These portions of public land have already grown out of proportion in relationship to the population that uses these areas. You people say this will put an end to the wilderness issue - Get real. Your also asking for 611,000 acres of special management areas that will also be slated for wilderness proposal in the upcoming years. We keep hearing about compromising on these wilderness proposals but have not seen the so called environmentalists give the public anything in return for the use of the wilderness lands.

I personally feel that I've made, along with millions of other people, a rather large investment in securing and keeping the freedom of the American people alive. Being a veteran I know what the costs of freedom can be, but being a handicap veteran makes me appreciate those freedoms more. The land of the free is slowly being taken away. When a person is denied the right to enjoy or harvest the land because of selfish factions there is no longer freedom. If a person is limited to the useage of the public land because of old age or being handicap, freedom has been taken away. When people are denied the right to pursue their business interests under proper management and guide lines on public land, freedom has been taken away. This is what happens when public land is designated wilderness. It would be interesting to see the figures on how many trees had to be harvested in order to protect this wonderful land from being raped. It has to make a person wonder who actually helps to preserve the land - pro-wilderness or the people enjoying it. Conservation and multiple use are the strong keys to preserving our land and the freedoms associated with it.

Senator McClure. Asa Chandler.

STATEMENT OF ASA CHANDLER, KETCHUM, ID

Ms. Chandler. Senator McClure, Governor Andrus, Beth Norcross, my name is Asa Chandler, and I have been a resident of the Wood River Valley for the past nine years. And I feel that this wilderness hearing is important enough for me to miss my work today.

I do not support the McClure-Andrus proposal, the Idaho Forest Management Plan S. 2055 as it stands, and I will state my reasons why. However, I do support the Kostmayer Bill, H.R. 1512, which recommends 4 million acres of wilderness, a compromise that I feel our present and future generations can live with. Idaho is fortunate to have so much pristine wilderness left when many states are spending millions of dollars trying to restore ecosystems that once were.

I work in a store that caters to the needs of the back country users. The Smoky Mountains have always been a favorite place for hikers to explore the wilderness due to the close proximity to Ketchum. I do believe that this will change if people know that they will have to dodge ORV's during their wilderness experience. This area with its wolverines, mountain goats, and delicate ecosystems needs wilderness protections.

And other areas are the Boulder-White Clouds, form about 500,000 acres of pristine grandeur. Only 100,000 acres are included in your proposal. Furthermore, the proposed acreage is split in two. There is an ORV corridor at Germania Creek. It also divides up important watersheds. Why is ORV users given such consideration since they only make up about 5 percent of the use in the area? The Boulder Mountains are given no protection at all and we wonder why.

And then there is the Sawtooth Completion. The proposal has left out areas that are important to fill out the Sawtooth ecosystems that connect the Sawtooth Wilderness area. As an example, the ten-mile wilderness area.

And the Pioneers, that's probably one of the most special of all. And your proposal considers 115,600 acres but leaves out areas like Fall Creek and Standhope Peak on the Challis side. And since there doesn't seem to be any conflict with economic users, I don't understand why the Idaho Wildlands Defense Coalition recommended 180,000 acres which were not included in the proposal.

Thank you.

[The prepared statement of Ms. Chandler follows:]

My name is Åsa Chandler and I have been a resident of the Wood River Valley for the past nine years. I feel that the wilderness is important enough for me to miss my work in order to testify.

I do not support the McClure/Andrus proposal (The ID Forest Management Plan S.2055) as it stands, and I will state my reasons why.

However, I do support the Kestmayer bill, H.R. 1512, which reccomends 4 million acres of wilderness, a comprimise that I feel our present and future generations can live with. Idaho is fortunate to have so much pristine wilderness left when many states are spending millions of dollars trying to restore ecosystems that once were.

I work in a store that caters to the needs of the backcountry users. The Smoky mountains have always been a favorite place for hikers to explore the wilderness due to the close proximity to Ketchum. I do believe that this will change if people know that they will have to doge ORV's during their wilderness experience. This area with its wolverines, mountain goats, and delicate ecosystems needs wilderness protections.

The Boulder White Clouds form about 500,000 acres of pristine grandeur. Only 100,000 acres are included in the McClure/Andrus proposal, furthermore the proposed acreage is split in two. There is an ORV corridor at Germania Creek. It also divides up important watersheds. Why is ORV user given such consideration since they only make up about 5% of the use in the area. The Boulder Mountains are given no protection at all. Why?

The Sawtooth Completion

The proposal has left out areas that are important to fill out the ecosystems that connect to the Sawtooth Wilderness area. i.e. The Ten Mile Area.

The Pioneers

The McClure/Andrus bill proposes 115,600 acres for wilderness, but it leaves out crucial areas like Fall Creek and Standhope Peak on the Challis Side.

The Pioneers are very popular among hikers and backpackers due to its spectacular glacial beauty, wildlife, wilderness, and it's close proximity to the Ketchum-Sun Valley area. Since there is no conflict between industry and conservationists in this area, I do not understand why the IWDC reccommended 180,000 acres which were not included in the proposal, other than a political gamesmanship.

Senator **McClure**. Polly Read.

STATEMENT OF POLLY READ, CHALLIS, ID

Ms. **Read**. I oppose the Idaho Forest Management Act S. 2055. The lands in question are owned by the people of the United States. Over the past 200 years, especially in the last 30 years, our wildlands have been destroyed for the profits of a few. We now have left less than 4 percent of all the land in the United States appropriate for wilderness. Most of this is in Alaska. I don't think it's asking too much to save every acre of what is left.

This bill makes mockery of what Idaho has to offer. Only 10 percent of the remaining roadless lands in Idaho are even included. The U.S. Forest Service is proposing to build 4,500 miles of new road, and this bill prevents only 50 miles of that.

What is at stake here is much bigger than the profits of the timber industry and the ORV industry. What is at stake here is something too precious to be evaluated in dollars and cents. This is it. This is all the people of the United States have left. More than enough has been sold off already. Please let us save what we have left.

[The prepared statement of Ms. Read follows:]

I OPPOSE S2055 IDAHO FOREST MANAGEMENT ACT
I SUPPORT HR 1512 IDAHO WILDERNESS ACT

THE LANDS IN QUESTION ARE OWNED BY THE PEOPLE OF THE UNITED STATES. OVER THE PAST 200 YEARS, ESPECIALLY IN THE LAST 30 YEARS, OUR WILDLANDS HAVE BEEN DESTROYED FOR THE PROFITS OF FEW. WE NOW HAVE LEFT LESS THAN 4% OF ALL THE LAND IN THE UNITED STATES APPROPRIATE FOR WILDERNESS. MOST OF THIS IS IN ALASKA. I DON'T THINK IT'S ASKING TOO MUCH TO SAVE EVERY ACRE OF WHAT IS LEFT. THIS BILL MAKES MOCKERY OF WHAT IDAHO HAS TO OFFER. ONLY 10% OF THE REMAINING ROADLESS LANDS IN IDAHO ARE EVEN INCLUDED! THE U.S. FOREST SERVICE IS PROPOSING TO BUILD 4500 MILES OF NEW ROAD AND THIS BILL PREVENTS ONLY 50 MILES OF THAT.

WHAT IS AT STAKE HERE IS MUCH BIGGER THAN THE PROFITS OF THE TIMBER ~~INDUSTR~~ INDUSTRY AND THE O.R.V. INDUSTRY. WHAT IS AT STAKE HERE IS SOMETHING TOO

PRESCIOUS TO BE EVALUATED IN DOLLARS + CENTS. THIS IS IT. THIS IS ALL THE PEOPLE OF THE UNITED STATES HAVE LEFT. MORE THAN ENOUGH HAS BEEN SOLD OFF ALREADY.

PLEASE LET US SAVE WHAT WE HAVE LEFT.

POLLY READ
BOX 816
CHALLIS IDAHO
83226

Senator McClure. Judy Demetre.

STATEMENT OF JUDY DEMETERE, SUN VALLEY, ID

Ms. Demetre. Governor Andrus, Senator McClure and Ms. Norcross. I believe that the McClure-Andrus Wilderness Bill, No. S. 2055 is inadequate for the following reasons:

It fails to protect our most threatened wildlands, leaving out many critical areas, especially the Boulders and the Challis Forest area within the White Clouds.

Many of the areas the bill designates as wilderness are given inadequate boundaries which do not protect the resource values and make no ecological sense.

This bill creates over 600,000 acres of special management for areas that should be designated as wilderness.

Much of this special management language is destructive to wildlands values. For example, locking large areas in the Panhandle Forest into permanent timber harvest nullifies the citizen appeal process currently underway there.

Idaho has some of the most beautiful wild areas left in the United States. We are very proud of our state, in part because of this. We must not lose sight of the importance of our untouched wilderness and strive for a better balance between the development of our natural resources and protection of our environmental values.

Thank you.

Senator McClure. Thank you, ladies and gentlemen, for your testimony. If the next group would come forward, please.

Pat Feuerborn.

STATEMENT OF PAT FEUERBORN, POCATELLO, ID

Ms. Feuerborn. I am here today to speak for myself, my family, and future generations.

Idaho is not uniquely blessed with its breath-taking vistas, pristine forests, and rugged mountains. Most of our country was once wilderness to be explored and enjoyed. But now Idaho is blessed because it still has so many acres of untouched wildlands while the rest of the country has been developed, used, and abused.

If we believe in our children and a future, we must preserve as much wilderness as possible.

This is not a simple game that we're playing where we can replace the pieces if we don't like the outcome. Roads and clear cuts cannot be erased. Eroded mountain sides do not replenish themselves. Fragile habitats do not reappear once they have been destroyed. Once released from possible wilderness classification, land will not be able to be reclaimed in its original state.

Of Idaho's more than 9 million acres of wilderness candidacy lands, only 15 percent have been recommended for wilderness designation. More than 4 million acres have been identified as having the highest wilderness ratings, but only 1.4 million acres are recommended by this bill.

If we give up our wilderness claim on the remaining 8½ million acres of possible wilderness and especially on the 2½ million acres of clearly wilderness land, future generations will have to live or die with the results of our actions. To declare all the possible 9 million acres as wilderness would be to set aside or save some of the lands for our children and our children's children.

Land that we preserve as wilderness can always be redesignated by some future generation if the need is strong enough. But land that we throw away now is lost in its pristineness forever. Are we willing to give citizens of the future the option to make their own choices?

We can't foresee what might be the future needs of our populace, but we can look around and know for certain that we don't need to destroy the wilderness for ourselves. With the sharp decline in the housing and lumber markets, we do not need to pay for environmentally-damaging roads into marginal timber land with more debt-ridden tax dollars. It's immoral.

Please reconsider the narrow lines that you have drawn on the wilderness map and add millions of more acres to our present wilderness. I would remind you that we do not inherit the land from our parents but are entrusted to care for it for our children.

Senator McClure. Thank you.

David Crandall.

STATEMENT OF DAVID L. CRANDALL, UCON, ID

Mr. Crandall. I am a resident of Idaho and have been for twenty years. I live in the community of Ucon or near Ucon and work in Idaho Falls.

I would like to thank Senator McClure and Governor Andrus and the organizers for this opportunity to present my views on their proposed Idaho Wilderness Bill. I must say that I commend their efforts to develop a compromise in the presence of so many divergent use objectives for the subject lands.

I have two points I want to make. First, it is very important to address all the different factors, but at some point we must decide what is an appropriate amount of wilderness. I think that point is now, with this bill, 2055. This is my most important point. After settling on the best compromise we must assure that language is included to prevent further nonproductive argument or inappropriate one way lock-up of multiple use areas.

Second, addressing the specific features of the bill, I find that the area south of the South Fork in the Fall Creek-Bear Creek area has been included as proposed wilderness. I have been informed by the Fish and Game Department that this is necessary to protect big game. I have talked to the Fish and Game Department, have solicited information from them, and I have seen no evidence that they have considered other less drastic actions to deal with this perceived problem. Now, I know this area, I have hunted in it, I have hiked, camped, cleared approved trails, and I have ridden my motorcycles over most of it. This is not appropriate wilderness designation with its attendant loss to recreation, especially when other actions should be taken.

I might offer for example a moratorium on road building or seasonal closure. Closing this area to off road vehicles would put unnecessary pressure on basically the one remaining area that we have as off road vehicle users, and that is the Big Hole Mountains, and I think that would put an unnecessary and inappropriate burden on that area. I would point out, as has been at other times pointed out, this is a one-way process. The ORV users are not asking or getting anything new, we are losing; we are losing the west slope of the Tetons, we are losing the Italian Peaks area, and now they are after one of our most popular areas, the Bear Creek-Fall Creek area.

So I guess in closing I want to say this is the bill, we need to work on it, we need to come up with the right compromise and be done with the wilderness issue. And my last thing to reiterate, Bear Creek and Fall Creek should not be wilderness.

Thank you.

Senator McClure. Thank you.

Richard Stopol.

STATEMENT OF RICHARD STOPOL, HAILEY, ID

Mr. Stopol. Senator McClure, my name is Richard Stopol. I live in Hailey, Idaho.

I am against the McClure-Andrus wilderness proposal because it will destroy the best parts of the state by failing to protect wilderness areas. I support the Idaho Wildlands Defense Coalition's proposal now before the House of Representatives.

I am particularly disappointed by the authors' secrecy while formulating this plan. It seems as though they care little about the natural environment which they profess to be protecting. Their adamant inflexibility in making changes to their proposal is absurd. Boundaries have been arbitrarily drawn. Important areas are not even included, such as the Smokies. Wilderness areas will be bisected by dirt bike trails, such as Germania Creek and the White Clouds.

Special management language of the bill is extremely harmful by mandated excessive timber harvests. Highly organized special interest groups seem to have exerted too much influence in the process.

Being an avid mountain bike rider myself, I know there is already an abundance of areas for dirt bikes to ride. There are more roads and trails open to mountain bikes and other ORV's in this country than a person could explore in a lifetime. It is extremely narrow minded and selfish to feel that you have the right to put tire tracks on pristine areas of countryside.

The authors' belief that it is immediately necessary to resolve this issue bothers me considerably. The wilderness has been there forever. The time is not so pressing to call for a final decision on how much area will remain wilderness and how much will be destroyed. The wilderness is our trust fund for the future. It is extremely fragile and we cannot afford to let it disappear. There is only one Idaho, let's keep it. Please defeat this bill.

Thank you.

Senator McClure. Jack Corrock.

STATEMENT OF JACK C. CORROCK, KETCHUM, ID

Mr. Corrock. I am Jack Corrock, an ex-councilman from Ketchum.

Senator and Governor, you hold the two highest political positions in the country, I hold the lowest. But we do all have something in common. Any time I ever voted, I am sure you share this, you always have the fear we are doing something that will prove to be wrong in the future. I think you are facing almost an impossible task of trying to predict just what will be needed in the future. I cite; Whoever heard of a snowmobile thirty years ago or forty years, or a motorcycle that goes up in the woods, or a Jeep? We all thought that we drove those around Guadalcanal. But all of a sudden we find things have changed.

I think that if you go back in history, we probably had a meeting very similar to this where a gentleman in your position sat listening to people much like us with much the same arguments about why Yellowstone Park should never have been a Yellowstone Park for all the same reasons, including who is ever going to use it? I suggest we all look at Yellowstone Park and we can see how wise those people were a hundred years ago in preserving it, and if they did make a mistake, they didn't make it big enough.

And my closing statement is that with my meager little political experience, it's wonderful to be able to enact the legislation if, in fact, you have made a mistake, and I know you have worked hard, but it could happen, the mistake can be rectified by another generation. I suggest that you make the wilderness as much—if ever in doubt, make it larger and let the future generation then change and make it—because possibly the Jeeps will be even different then. That's something none of us know today.

Thank you for listening to me.

Senator McClure. Thank you.

[The prepared statement of Mr. Corrock follows:]

AREA CODE 208
726-3044

JACK C. CORROCK
Builder
P.O. BOX 32
KETCHUM, IDAHO 83340

March 9, 1988

Sub-Committee on Public Lands
RM. S.D. - 308
Dirksen Senate Office Bld.
Washington, D. C. 20510

Gentlemen;

Public officials are most often concerned that the decisions they make could in fact end up not being the right ones. Especially in the case of setting aside public lands for future use when no one really knows what demands and future uses might be.

There is little doubt in my mind that those who fought for the preservation of our National Parks met with much the same opposition you are experiencing today. I am sure the opponents of Yellowstone Park sited the need for timber, minerals and other resources was a must. Wyoming could not exist without them. Who would ever go way out and use this park anyway? But visit Yellowstone any summer day. We will all agree that this park simply is not big enough.

If any mistake is to be made in setting aside Wildernes Area in Idaho set aside too much. Let a future generation correct the error when they know more about the needs. Making the Wilderness Area too small would be a mistake that could never be corrected.

Thank you,

Jack C. Corrock
Former Councilman City of Ketchum

Senator McCLURE. Keith Axline.

STATEMENT OF KEITH AXLINE, CHALLIS, ID

Mr. AXLINE. My name is Keith Axline, and I am a very senior citizen from Challis, Idaho, who with my very senior citizen wife have never found it difficult to get into the wilderness in Idaho.

[Applause.]

Mr. AXLINE. My talk today, the story that I am going to tell you is based on 45 years of backpacking, hiking and fishing with my wife and my kids in every state west of the Mississippi that's got a mountain on it. And that's the reason that I am here giving this testimony today.

I appreciate what you have done, Senator McClure and Governor Andrus. I have listened to what everybody had to say today, thought it over very carefully. But particularly I have listened to what you, Senator McClure and you, Governor Andrus, have had to say. And with one exception you haven't changed my mind. That one exception was two sentences in my written statement here which I struck out. But I want to read them anyway. They will not be in my written testimony, but I want to read them anyway because they are something that I feel very strongly about.

The title of this bill tells the story. The word "wilderness" does not even appear there. It contains 22 pages concerned with special management areas which effectively negates wilderness, and only 5 pages which deal with wilderness designation as such. It does not provide adequate range for wildlife or watershed for fish. It uses language which mimics Forest Service plans and allows subsidized logging and road building in critical fish and wildlife habitat, which precludes any wilderness consideration. Boundaries are ill defined. It legislates Forest Service plans now under appeal, which would deny the administrative review now available. And here is the sentence which I struck out. "I understand its framers state that they will not tolerate any change. If that is true, in my opinion, it indicates an arrogance that we can do without."

There are many faults with this piece of legislation which other people will speak to and criticize far better than I, but if we are talking about wilderness, and I presume we are, this bill is a travesty. We had better go back to square one.

[Applause.]

Senator McCLURE. Mike Whitfield.

STATEMENT OF MICHAEL B. WHITFIELD, DRIGGS, ID

Mr. WHITFIELD. Senator McClure, Governor Andrus, Ms. Norcross, I appreciate the opportunity to be here and for your attention. I am an eastern environmentalist; I come from the east side of Main Street in Driggs, Idaho. [General laughter.]

Myself and most of my friends I think are somehow squeezed into that one percent of Idahoans that favor more wilderness. I have wandered the hills around my native Teton Valley most of my life. Much of that as a working biologist and most of my comments relate to wildlife. I suggest by way of context a figure that's been suggested here several times, something like three to five percent of the area in the lower 48 is designated in some fashion that protects biodiversity. That is in wilderness or national parks. That's not excessive. I will speak to some specific areas I am concerned about.

In the Palisades your suggested boundaries are geographical nonsense and biological folly, in my opinion. Exclusion of Rainey Creek excludes from protection key calving range for the significant Palisades elk herd. It removes protection of old growth Douglas fir on steep erosive slopes that are home for goose, hawkes, great gray owls, and a lot of other species. The boundary bisects the spring, summer, fall range of the mountain goats, probably the most successful mountain goat population in the state that's found in the Palisades Rainey Creek. The Palisades is simply too fine an area to be carved up in that fashion.

In Bear Creek your straight line western boundary follows no topographical definition and, again, bisects the major elk migration route used by thousands of elk of the Tex Creek herd. It's also used year round as elk habitat and by quite a number of other species.

I have one positive comment. Poker Peak is another area that's special to me and within that area you have positively protected bald eagles and many other species.

Finally, I deeply resent the manner in which this bill evolved and respectfully, Governor Andrus, my perception is of two individuals behind closed doors. The language in this bill that directs specific timber volumes in major variance from the Wilderness Act is an afront to citizens who have been involved in open public forum, such as forest planning. Respectfully, your many years of public service do not invest you with omnipotent ability to say when and where trees will grow. Our roots are in our wildlands, our wildlands are our future.

[The prepared statement of Mr. Whitfield follows:]

March 10, 1988
Driggs, Idaho

Testimony
Idaho Forest Management Act of 1988

TO WHOM IT MAY CONCERN:

I have been a professional wildlife biologist in Idaho for 18 years, and called a special corner of the state, Teton Valley, my home for all my life. My comments to this proposed act, for the most part, are focused upon its potential impacts upon wildlife. I speak most specifically to the proposed area termed the Palisades. The proposal actually deals with only a portion of the Palisades Further Planning Area, and adds two other areas formerly designated by other names in Rare II, specifically the Bear Creek and Poker Peak roadless areas. These areas have been my work place for a number of years, and are places I know as very special for wildlife. Their wildlife values are compromised by this proposal.

The Palisades Further Planning Area lies entirely within the Snake River Mountain Range east and north of Palisades Reservoir. This proposal wrongly only considers a portion of the area actually known as the Palisades Backcountry, and formally designated as the Further Planning Area. The act suggests boundaries which are at once geographical nonsense and biological folly. The proposal excludes a large portion of the Palisades known as Rainey Creek, and also the Idaho portion of Indian Creek. It suggests a caricature of a beautiful wild area with a boundary totally out of sync for the Wyoming portion, which is in further planning status pending the Idaho bill. Essentially, the Idaho proposal would protect only a portion of the area appropriate for Wilderness designation, with a resultant boundary that must extend north and south from each extreme along the Wyoming border to connect with Wyoming's designated area. This would be a nightmare to administer.

More importantly, the portion of the Paliadsades that is not considered is vital to wildlife in the area. A large elk herd ranges across the Palisades, with much of their key calving areas in Rainey Creek. This proposal would fail to protect that key habitat element from harassment from ORV use and resource uses which conflict with wildlife, such as oil and gas development. This area has long been the subject of local interest for closure to motorized vehicles because of impacts upon the elk calving areas. This proposal ironically leaves out the sensitive portion of the elk's habitat, but that is not the only such error.

Palisades and Rainey Creeks are the heart of the range of Idaho's most successful mountain goat population. These animals are notably sensitive to human disturbance within their habitat, but this proposal again offers protection for only half the range. Rainey Creek is also home to nesting goshawks, at least two I am personally aware of, in the drainage's old growth Douglas fir stands. This timber is on steep, erosive soils. These areas are worthy of Wilderness protection. Rainey Creek and Indian Creek should be included in the Wilderness Proposal.

The Bear Creek area, shown in this proposal as a part of the Palisades, but actually in the Caribou Range on the opposite side of the valley, is also bounded by some boundaries that are very impractical. Most of the west side of this unit is a straight line across steep and rugged terrain. This bouundary also cuts across a major elk migration route, one used by several thousand elk each spring and fall. The Forest Service has sought to protect this migration corridor from development impacts in the past. Extend the boundary to a logical topographical boundary to the west, say Fall Creek, and include the elk migration corridor within the protection of Wilderness designation.

The Poker Peak portion of the Palisades proposal is the small unit in the Caribou Mountains between the other two units. It also is habitat for numerous elk and other big game animals, and features three bald eagle nesting territories, several pairs of osprey, and much other wildlife. The suggested boundary is appropriate, and its designation as Wilderness would certainly be a positive step for the unit's wildlife.

The bill totally leaves out of consideration many roadless areas with tremendous wildlife values. I would single out the Centennial Range as an example. This area is extremely productive of a wide variety of species, including the threatened grizzly bear. Inappropriate use of the area is a threat to its on site wildlife, plus the streams which carry siltation outside the area. Large acreages of Douglas fir in this area have been suggested for harvest despite abundant past difficulty to regenerate cutover areas. The Centennials need protection, if not formal Wilderness, a special designation which represents the unique wildlife values found there.

Apart from these specific considerations, I have a few general comments. I deeply resent the manner in which this bill has evolved. It seems much more a McClure/Andrus Bill than a product of the citizens of Idaho and the nation. It developed behind closed doors, and much of its language reflects the interests of those two individuals, not the people. I think the specific language which directs the Forest Service to specific timber volumes to be ludicrous. Whereas I often disagree with Forest Service management, Forest Plans are the result of considerable public input and tradeoffs are considered. This proposal suggests that its two authors somehow have tuned in to higher knowledge than is privy to mere citizens and forest planners. I further resent the numerous specific compromises of the Wilderness Act, which allow motorized vehicle use under several different circumstances. Senator McClure has proposed a bill with minimal Wilderness, and compromised what little he proposes to protect. Our hope is in the future. Our wildlands deserve far sighted treatment.

Sincerely,

Michael B. Whitfield

Michael B. Whitfield
Box 498
Driggs, Idaho 83422

Senator McCLURE. Lorenzo Goodrich.

STATEMENT OF LORENZO GOODRICH, PRESIDENT, WESTERN ROCKY MOUNTAIN COUNCIL, FEDERATION OF FLY FISHERS, SHELLEY, ID

Mr. LORENZO. Thank you, gentlemen. My name is Lorenzo Goodrich, and I am president of the Western Rocky Mountain Council of the Federation of Fly Fishers.

I have heard a lot of emotional issues here today and I have tried to compile some facts that show that wilderness does not mean that the economy is going to go to hell. I think there are facts that say that if we don't go to more wilderness, the economy may go to hell. I dug out the 1977–78 Idaho blue book which states some facts, and I would like to state those now. Travel and tourism is probably the fastest growing industry in the State of Idaho. We have 28,000 people employed in it. It is bringing in 1.3 billion dollars of funds, tax base, whatever, a year.

The forest products industry is employing 13,200 people with an annual income to the State of $862 million. By the way, out of the 1.3 billion in travel tourism, 216 million of that is us fishermen. So we are not just a trivial aspect of it. But the point is that you only put 1.4 million acres into the wilderness where in fact we are gaining a lot in the long-term economy and stability of Idaho is probably in terms of tourism and travel, and I am asking you to please take a look at the facts and how the economy is growing in this area, because in my opinion logging, we would like to see a sustained yield, but logging is not going to grow all that much. Mining and agriculture are probably going to be maintained with a very slow growth rate. If we need better schools, which I believe in and everything, the economics of Idaho is going to come from the travel and tourism.

So I would recommend giving a 3.9 million acre with the support of the economy that I think it will give.

[The prepared statement of Mr. Goodrich follows:]

Federation of Fly Fishers

My name is Lorenzo "Buck" Goodrich and I am President of the Western Rocky Mountain Council of the Federation of Fly Fishers. The Federation is a national organization of 40,000 associate and affiliated members with a primary purpose to promote the sport of fly fishing. We believe that this bill, as written, is bad for the economy of Idaho. To support this statement I have extracted the following facts from the 1987-88 Idaho Blue Book:

Employment:	
Travel & Tourism	28.000
Forest Products	13.200
Mining	4.900
Agriculture	38.500

Total Sales:	
Travel & Tourism	$1,300,000,000
Forest Products	$662,600,000
Mining	$225,000,000
Agriculture	$2,062,700,000

Note: Fishing comprises $216,000,000 of the Travel & Tourism and cattle comprises $488,600,000 of agriculture.

All of the above industries have declined, in the last 10 years, EXCEPT for travel & tourism.

The following are generally believed to be true by most people: 1) Travel & tourism and mining are not heavily subsidized by the government, but the forest products and agriculture industries are very heavily subsidized: 2) Mining, forest products and the agriculture industries are heavily poluting industries while tourism is non-poluting and 3) tourists come to Idaho for it's natural beauty.

WRMC WESTERN
ROCKY MOUNTAIN
COUNCIL

With all the above in mind, it is very difficult for one to imagine why only 1.4 million acres out of 9.3 million are being considered for wilderness. Even with the special management areas, the forest products industry is recieving over 7 million acres which again will result in heavy subsidies from the taxpayer. It appears the government is not taking a balanced approach to the Idaho economy. Why is this?????

We all wish to see stable economies in forest products, mining and agriculture. But they will not grow as fast as the travel and tourism industry. This bill does nothing to stabilize any of the industries but instead emphasizes very short term gains. This is very short sighted to say the least.

It should be noted that Montana is winning the fisherman away from Idaho by good management practices and support from their politicians. Idaho will miss a golden chance to increase it's travel & tourism if this bill is passed as is.

We sincerely hope that you correct the inequities of this bill. Our recommendation would be for 3.9 million acres of wilderness. Also, we support the testimony of Trout Unlimited. Thank you for this oportunity to testify.

Senator McClure. Dan Gerry.

[No response.]

Senator McClure. Isaac Underwood.

STATEMENT OF ISAAC W. UNDERWOOD, IDAHO FALLS, ID

Mr. Underwood. From what I have heard today it appears that most of the decisions on how much wilderness we should set aside as true wilderness is based on economic gain. I think there are other reasons and one of them is because it's wilderness, and we should set it aside as true wilderness. I am opposed to the Bill 2055 because it doesn't set enough aside. Now, what is enough? Well, I think about 9.3 million acres would be enough. It's all we can get.

[Applause.]

Mr. Underwood. And if we don't do something like that, set it aside, I think we are being unresponsible to the future generations. Now, let's look at the big picture. The earth we live on is one vast interconnected ecological environmental system. Each part of the wilderness that evolved has a function. Now, the oxygen that we are breathing in this room probably was produced in a tropical forest on the equator. And the forest takes CO_2, carbon dioxide, a poison to us, and it produces through actual sunlight oxygen and releases it to the atmosphere. The whirlwinds bring it up here and we use it. So that shows that setting aside as wilderness certain areas is good for the world environment and good for us because that's where we live, is in the world environment.

So my plea and recommendation is set aside as much wilderness as we can, and we'll go the whole 9.3 million. And, remember, once you have destroyed the wilderness, it's gone forever, for future generations, for us.

Thank you.

[The prepared statement of Mr. Underwood follows:]

WILDERNESS BILL HEARING

March 10, 1988
University Place
Idaho Falls, Idaho

Comments/position statement by:

Isaac W. Underwood - Individual
431 East 17th Street
Idaho Falls, Idaho 83404
(208) 529-3503

The State of Idaho is very fortunate to have the extent of public lands, state and federal, that it presently has, about 9.3 million acres of roadless lands. Along with these lands goes the responsibility of reasonable, prudent management.

The environmental and ecological reality in the State, Nation and World forcibly demands that as much land as possible should be put into protected wilderness preserves. In my opinion, the proposed 1.4 million acres to be set aside as wilderness is far too little. In fact, it is a mere token compromise!

The principal competing situation is seen as the economic development of natural wilderness versus the preservation of the natural wilderness, the habitat of animals and plants, (maintains the viable natural (existing for thousands, millions of years) environment of the earth). An important point is missed, we live in the environment, it is our habitat. It is the only place we can live! By destroying this natural viable environment we are endangering ourselves, mankind. The ultimate end is that we have the capacity to make ourselves an endangered species! Absurd you say; talk about this to the American buffalo, or if you could, the American passenger pigeon.

Planet earth is an overall interconnected system, everything effects everything else. The magnitude of the effect varies and the time period is at present not known, but what happens to one aspect of our earth environment has its effect on all the interconnected environment. For example, the leveling and destruction of the tropical rain forests seems remote to us here in Idaho. No! The rain forests are no more remote than the oxygen we breath! One of earth's cycles is the oxygen - carbon cycle. The plant life (trees, grasses, seaweed, etc.) take in carbon dioxide (CO_2), a very toxic substance to people, from the atmosphere and through the action of sunlight produce oxygen (O_2), a very good substance for people, and release it into the atmosphere.

Let's consider another example of our lack of remotency from other parts of the world. Idaho rain and snow results from moisture in the atmosphere over Idaho, yet this moisture was collected world wide, globally. The water resulting from the rain *and snow flows down our hillsides, taking with it sediment (our minerals and soils) to the Snake River, thus to the Columbia, then to the ocean sounds, around the northwest coast, and deposits it in the sediment bed on the ocean floor of the continental shelf*

...by now, I think you're getting the picture, so I'll summarize my recommendations and comments...

SUMMARY

- *Set aside as much Idaho land as possible and preserve as wilderness areas. This is not preserving the past, but preserving the future!*
- *Do long range planning. Plan for future generations, not exploitation by our present generation.*
- *The set aside "wilderness" is in the bank for future use, not lost to us. In the future when we have achieved more "infinite wisdom," than now, we can then further decide the prudent and proper use of the "wilderness."*
- *We have an unescapable responsibility for the earth's environment and ecology, you see that's where we live. Let us practice good husbandry of the earth's resources, air, water, soils, etc.*
- *In our present state of technology, without thinking of future technology, we have the capacity to change the earth's environment, to destroy it, to remodel it, or just plain use what nature has established. Nature has*

developed the system over millions of years, can we improve it? Our survival depends on the answer to that question.

- *The earth is a vast system, each part influencing each other part. You may not believe this, but it is true. The unbelievers will pay the consequences; unfortunately the consequences effect all of earth's creatures (including people) and plants (trees, grasses, etc.), that is, all fauna and flora.*
- *Once a natural wilderness area is exploited/destroyed, it is gone forever! You say, we can reclaim, remake the lost natural environment, but we cannot with out present level of technology. To do so would mean we must know for the given natural environment, at a particular location on earth, each fauna species, (mammal, bug, reptile, bacteria, etc.) and each flora species (tree, grass, weed, etc.) in the area and have each of these species available for transplant. We do not have that knowledge, or viable collection of fauna and flora. So once destroyed, a natural wilderness environment is gone forever.*

Isaac W Underwood

Isaac W. Underwood
March 9, 1988
Idaho, USA, the world

TESTIMONEY AT THE IDAHO FOREST MANAGEMENT ACT OF 1988 HEARING, MARCH 10, 1988

ISAAC N. UNDERWOOD, INDIVIDUAL

I SPEAK AS A CONCERNED CITIZAN AND RESIDENT OF IDAHO. I FEEL ALSO, THAT I AM SPEAKING FOR THE FUTURE GENERATIONS OF HUMANKIND. I SPEAK ALSO AS AN ENVIORNMENTAL SCIENTIST.

IT APPEARS THAT DECISIONS, ON WILDERNESS AREAS, OR LACK OF WILDERNESS AREAS IS A MORE DESCRIPTIVE TERM, IS MOTIVATED, FOR THE MOST PART, BY ECONOMIC GAIN. THE DECISIONS ARE VERY SHORT RANGE, AND ESSENTIALLY FOR OUR GENERATION. THEY ARE NOT LONG RANGE FOR FUTURE GENERATIONS, ONLY EXPLOITATION FOR THE PRESENT GENERATION. SOME PEOPLE USE THE TERM "DEVELOP" RATHER THAN "EXPLOIT".

I AM OPPOSED TO BILL S. 2055 AS IT IS PRESENTLY STRUCTURED. I AM NOT OPPOSED TO THE LAND AREAS PRESENTLY SET ASIDE BY THE BILL, BUT AM OPPOSED TO THE BILL DUE TO THE LAND NOT SET ASIDE. THE

PAGE 2 OF 3

AMOUNT OF SET-ASIDE LAND IS FAR TOO SMALL. LET US GO FOR THE WHOLE 9 MILLION ACRES. WHY NOT? TO DO LESS IS TO ACT IN AN UNRESPONSIBLE MANNER AS CONCERNED THE FUTURE GENERATIONS.

THE WILDERNESS ACT OF 1964 DOES TAKE "MAN" OUT OF THE WILDENESS, AS SO WELL STATED BY SENATOR SIMS THIS MORNING, AND JUSTLY SO. FOR WHEN MAN, AS PRESENTLY MOTIVATED TO EXPLOITATION OF NATURE, NOT CO-EXISTENCE, ENTERS THE WILDERNESS, IT IS NO LONGER "WILDERNESS".

THE EARTH WE LIVE ON IS ONE VAST INTERCONNECTED ECOLOGICAL-ENVIRONMENTAL SYSTEM. THE OXYGEN WE BREATH HERE IN IDAHO IS, FOR THE MOST PART, RELEASED TO THE ATMOSHERE BY THE TREES AND PLANTS OF THE TROPICAL RAIN FORESTS. THE FORESTS AND PLANTS TAKE IN CARBON DIOXIDE, A TOXIC SUBSTANCE TO HUMANS, AND BY ACTION OF THE SUNLIGHT PRODUCE OXYGEN; WHICH IS RELEASED TO THE ATMOSHERE. THE WORLD WINDS TRANPORT IT TO IDAHO; AND WE BREATH IT. SHOULD WE EXLOIT THE TROPICAL FORESTS?

THE MOISTURE IN THE ATMOSHERE OVER

PAGE 3 OF 3

IDAHO IS COLLECTED FROM VARIOUS PARTS OF THE EARTH; YET IT FALLS TO IDAHO EARTH AS RAIN OR SNOW. THE RUNOFF FROM THIS RAIN AND SNOW IS RETAINED, IN PART, BY IDAHO FOREST AREAS, PLANT GROUND COVER AND AQUIFERS. IN THE END IT RUNS OFF, TAKING WITH IT IDAHO SEDIMENT (MINERALS AND SOIL) DOWN TO THE SEA. THE SEDIMENTS ARE THE THEN DEPOSITED ON THE CONTINENTAL SHELF OFF WASHINGTON STATE. WE NEED AS MUCH WILDERNESS AREAS AS WE CAN GET.

AS WE, HER IN IDAHO, DEPEND ON THE OTHER PARTS OF THE WORLD ENVIRONMENTAL SYSTEM, SO DOES THE REST OF THE WORLD DEPEND ON US. IF WE DO NOT PRESERVE THESE ENVIRONMENTAL SYSTEMS, WE MAY BECOME AN ENDANGERED SPECIES. YOU SEE, THE WORLD ENVIRONMENT IS ALSO WHERE WE LIVE.

SET ASIDE AS MUCH WILDERNESS AS WE CAN, WE OWE IT TO OURSELVES AND FUTURE GENERATIONS.

ONCE THE WILDERNESS - ENVIRONMENTAL SYSTEMS ARE DESTROYED, THEY ARE GONE FOREVER.

Isaac W Underwood

Senator **McClure**. That concludes the testimony of this group. Thank you, ladies and gentlemen, I appreciate your testimony.

Governor **Andrus**. Ladies and gentlemen, I must leave now. The hearing will continue with Senator McClure. I have got an airplane that I have got to catch in order to be back in the capitol city in time to handle an educational funding proposal before the hearing starts tomorrow morning. I will be at the hearing again all day tomorrow. I appreciate all the people who have testified already for your willingness to share your views with us. It's been very enlightening, but there has been one deficiency, and that has been I think a resolution by any of the people to display any willingness to compromise, which disturbs me a little bit. But that's your business. I will, in fact, be there tomorrow, and, again, sorry to run off on you, but it's a standard commercial airplane that won't wait for a late arrival. I'll see you in the morning.

Senator **McClure**. Thank you, Governor.

[Applause.]

Senator **McClure**. We'll take a five-minute break.

[Short recess.]

Senator **McClure**. It looks like most of our panelists are here for this group. If the following people will come forward to the front of the room and we will have you for the next group: Bill Howell, Steve Elle, Jerry Schmier, Buck Jones, Cal Dunbar, John Costello, Ken Takata, Delbert Winterfield, if you folks would please come down to the front and be ready to take your place following this group.

Don Pound.

STATEMENT OF DONALD POUND, IDAHO FALLS, ID

Mr. **Pound**. My name is Don Pound and I have been a resident of Idaho Falls for ten years.

Thank you for the opportunity to testify on the proposed Idaho Wilderness Bill. I would like to take this time to thank Senator McClure and Governor Andrus for their efforts in resolving the Idaho wilderness dispute.

As far as I am concerned, I would like to take this time to voice my opposition to the addition of any further wilderness areas in Idaho. Too much of our national forests are now locked up in wilderness and the sad fact is that only a very, very small portion of the public use these areas due to wilderness designation. This seems to be a very inefficient use of these public lands. Better utilization of these areas would be to allow ORV corridors through these areas to allow for better public access.

Forest studies have shown that the demand for wilderness recreation is only growing at a rate of 2 to 5 percent per year, while the developed recreation demand is growing at a rate of nearly 42 percent per year.

If additional wilderness legislation must be passed, hard release language must be incorporated into the bill to prevent any additional Idaho land from being designated wilderness in the future. During the past ten years the available trail systems for ORV's have been reduced by over 50 percent. If this trend is allowed to continue, the impact on available trail systems could become a serious problem.

Therefore, I feel that more of the acreage which has been identified in the bill should be changed from wilderness to special management areas. The benefits of multiple use in these areas far outweigh the benefits that would ever be incurred due to wilderness nonuse.

Also in the proposed bill, the Fall Creek-Bear Creek area west of Palisades Reservoir has been proposed for wilderness. This area should be deleted from the bill because it does not meet the wilderness designation requirements.

I also support to maintain the Smokies-White Clouds areas and Garns Mountains for multiple use. I would like to thank you for your time and attention.

Thank you.

Senator McClure. Thank you.

[The prepared statement of Mr. Pound follows:]

March 10, 1988

Hearing Testamony

on

Senate Bill S-2055

McClure / Andrus Wilderness Bill

Thank you for the opportunity to testify on the proposed Idaho wilderness Bill. I would like to take this time to thank Senator McClure and Governor Andrus for their efforts in resolving the Idaho wilderness dispute.

As far as I'm concerned, I would like to take this time to voice my opposition to the addition of any further wilderness areas in Idaho. The forest service has done an excellent job in the past in managing the national forests and should be commended on their efforts. The national forests have been managed for all user groups to use and enjoy.

Approximately 25% of our national forest in IDAHO are now locked up into wilderness and the sad fact is that only a very, very small portion of the public, uses these areas due to the wilderness designation. This seems to me to be a very inefficient use of these public lands. Better utilization of these areas would be to allow ORV corridors through these areas to allow for better public access.

Forest use studies have shown that the demand for wilderness recreation is only growing at a rate of 2 to 5% per year, while the developed recreation demand is growing at a rate of nearly 42% per year.

If additional wilderness legislation must be passed, hard release language must be incorporated into the bill to prevent any additional Idaho land from being designated wilderness in the future. During the past ten years, the available trail systems for ORVs have been reduced by over 50%. If this trend is allowed to continue, the impact on available trail systems could become a serious problem.

Therfore, I feel that more of the acreage which has been identified in the bill should be changed from wilderness to special management areas. This would allow the forest service to control the use and conditions of these lands and to better manage these areas for which they have been trained and hired for. The benefits of multiple use in these areas far outweigh the benefits that would ever be incurred due to wilderness non-use.

Also in the proposed bill, the Fall Creek/Bear Creek area (palisades Area 3) west of the Palisades Resevoir has been proposed for wilderness. This area should be deleted from the bill because it does not meet the wilderness designation requirements. The area contains roads, fences, and manmade structures which are not consistant with other areas being designated for wilderness. A lot of time and ORV funding has been used in the past years to improve and maintain the trails in this area, and therefore, this area should be allowed to remain open for ORV usage.

I would like to thank you for your time and attention and I hope that these testimonies will relay the message that Idaho does not want or need any additional wilderness areas. Thank you.

Respectfully Submitted;

Don Pound

Donald Pound
4785 E. Comish Dr.
Idaho Falls, Idaho 83406

Senator McClure. Mike Price.

STATEMENT OF MIKE PRICE, WILSON, WY

Mr. Price. When Senator McClure and Governor Andrus first disclosed this bill, they said take it or leave it. Well, I am going to take them at their word on this, and I say leave it.

This is supposed to be a wilderness bill. Then why are there these so-called management areas? Special management to allow motorcycles and snowmobiles in the Smoky Mountains. Special management to mandate 40.5 million board feet of trees to be cut in Bonners Ferry area which contains Situation 1 grizzly bear habitat. The grizzly bear is supposed to have first priority in this area. Special management to allow the ranchers to use motor vehicles in this new wilderness. Special management to lumber in elk habitat north of McCall.

This is written in a wilderness bill? The Wilderness Act of 1964 says, "Where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain." How can such destruction and intrusion of the wilderness be in a wilderness bill?

If this is to be a wilderness bill, let's deal with just designating wilderness. Unfortunately it doesn't even designate enough. There are, as I speak, 9.3 million acres of roadless land left in this beautiful state. I am supporting the earth first proposal of saving all 9.3 million acres. This may be our last chance. We aren't destroying that land right now. Let us protect it so that it can be enjoyed for the future. This land isn't being used for lumbering or mining right now, so we aren't losing any money by designating it wilderness.

I am lucky enough to live in an area that is surrounded by wilderness. I benefit personally and financially by this. Wilderness does bring in money to Jackson hole, Wyoming. Let us help Idaho do the same. Let us think about the earth first.

[Applause.]

Senator McClure. Zofia Skiba.

[No response.]

Senator McClure. Janet Frisella.

STATEMENT OF JANET FRISELLA, WILSON, WY

Ms. Frisella. Senator McClure and Governor Andrus, I am thankful for this hearing which brings focus to citizens' right to speak their opinions of what will happen to our land. I am here to speak for our mother—the earth—the home, habitat, and environment for us as human beings. We share this earth with many other plants and animals, all of which support our existence. For the purpose of keeping the earth in balance, this environment we live in, we need all existing wilderness.

We speak of economic growth in relationship to wilderness, a philosophy of destroying our present wilderness for a subsidized timber industry and mineral mining, which are raping our public lands for narrow minded short-term goals. I disagree with Senator Symms that wilderness prevents economic growth. We are not losing money by keeping this land wilderness.

A greater concentration of wilderness is the most valuable and stable resource in Idaho. This is our only hope for future generations. Tourism is a renewable resource. It seems the millions of people in future generations are more than a select few whose rights need to be considered.

I propose keeping all of the additional 9.3 million acres of wilderness to be managed as ecosystems for biodiversity of species, not pieces and fragments of token areas. Are we going to give our children and grandchildren the chance to experience clear running streams, clean air to breathe, wild flowers to smell, and wildlife to observe? Or will we just tell them about wilderness and how we needed to rape those lands for expendable resources? Idaho and the earth can afford no less than what it has now. Long live wilderness. Keep wild Idaho wild.

[The prepared statement of Ms. Frisella follows:]

For the Hearing
Record Senate
Bill S.2055

Janet Frisullo
resident of
Planet Earth

Sen. McClure & Gov. Andrus

I am thankful for this hearing, which brings focus to citizens right to speak their opinions of what will happen to our land. I am here to speak for our mother - The Earth - the home, habitat, and environment for us as human beings. We share this Earth with many other plants and animals - all of which support our existance. For the purpose of keeping the Earth in balance, this Environment we live in, We need all existing wilderness.

We Speak of economic growth in relationship to wilderness, a philosophy of destroying our pressent wilderness, for a subsidized timber industry and mineral mining, which are raping our public lands for narrow minded short term goals. I Disaggree with Sen. Symns that wilderness prevents economic growth. We are not losing money by keeping this land wilderness.

A greater concentration of wilderness is the most valuable and stable resourse in Idaho, This is our only hope for future generations. Tourism is a reknewable resourse. It seems the millions of people in future generations, are more than a select few, who's rights need to be considered.

I am opposed to any "hard release" language that will keep these lands from having a chance to remain wilderness. such as: Mandatory logging in exchange for Long Canyon of 3 million board feet in a Situation I grizzley habitat. (if this is false please clarify this point.)

Also, logging done in areas that will threaten important elk and fish habitat. The South Fork of Salmon River's Salmon population has never recovered its original productivity from it's devastation in the 60's from roading and logging.

Some areas especially close to my heart which have been left out are the Lemhi's and the Lost River Range North and south of the proposed Mt. Borah area. In addition I propose keeping all of the additional 9.3 million acres of wilderness, to be managed as ecosystems for biodiversity of species, not pieces and fragments of token areas. Are we going to give or children and grandchildren the chance to experience Clear running streams, clean air to breath, wildflowers to smell, and wildlife to observe? OR will we just tell them about wilderness and how we needed to rape these lands for expendable resourses? Idaho and the Earth can afford no less than what it has Now.

Long Live Wilderness!
Keep Wild Idaho Wild!

Senator McClure. C.W. Pomeroy.

STATEMENT OF C.W. POMEROY, KETCHUM, ID

Mr. **Pomeroy**. Senator McClure, Beth, thanks, like everyone said, for letting us come here, it's great.

I do feel sorry for you in a way, but you deserve what you are going to get, you are going to get bombarded, and you deserve it, you didn't do your homework. You guys can't possibly think that we are going to swallow this. I am glad Beth is here, so she can go back and report some of this. All of you had the information that the Idaho Wildlands Defense Coalition has put out for you and you guys just ramrodded something through too fast, and now you have to pay the price. Hopefully it's a learning situation and something will come out of the bill, I hope.

Thank you for at least having a hearing. Thank you.

[Applause.]

[The prepared statement of Mr. Pomeroy follows:]

FOR THE HEARING RECORD - SENATE BILL 2055

Senator McClure, and Members of the Senate Sub-Committee on Public Lands,

My name is C.W. Pomeroy. I am a builder in the Ketchum-Sun Valley area and a resident of Idaho for 14 years. Thanks for the chance to express my deep disappointment to McClure's Idaho Forest Management Act of 1988.

It's great that we live in the United States and have this process to speak out, otherwise Senator McClure would permit every acre of public land in Idaho to be roaded, logged, and mined. Members of the Sub-Committee, Senate Bill 2055 is a farce!

The boundaries were drawn without thought. McClure and Andrus drew arbitrary lines just to say they got the job done — a very poor job at that.

In the last four years, I with lots of other people, have studied the roadless lands issue. We made available our information to Governor Andrus and Senator McClure through the Idaho Wildlands Defense Coalition's proposal. We worked hard and were very open-minded in identifying critical lands which must be saved. Out of 9.3 million acres, we asked for less than half.

We gave the Governor and Senator our maps in good faith which we spent four years developing. But in only two sessions of meetings, Andrus and McClure drew their boundaries disregarding the conservationist's compromise. Andrus didn't even include the Boulder Mountains where he said he had the hunt of a lifetime.

Please Senate Sub-Committee Members, help us save Idaho's roadless land from the short-sighted likes of Senator McClure and Governor Andrus.

C.W. Pomeroy
Box 1765
Ketchum Idaho 83340

Senator McClure. Kellie Rhoads.

STATEMENT OF KELLIE RHOADS, INKOM, ID

Ms. Rhoads. My name is Kellie Rhoads and I am from Inkom, Idaho. I am here to represent the climbers of the world. My husband and I make a living by guiding, skiing and climbing the mountains of Idaho. One of Idaho's most value resources is its wilderness.

I have traveled to the Himalayas and climbed on the tallest mountain in the world, Mount Everest. I have seen in the Himalayas, one of the world's great wildernesses, devastated by the effects of deforestation and erosion. In Idaho, we now have an opportunity to not make this same mistake. By preserving, Idaho can become one of the great getaways to the wilderness.

The Idaho forest management act of 1988 does not adequately protect certain areas in Idaho. The Lemhis, Diamond Peak area, Centennials, Garns Mountain, West Big Holes, Pahsimeroi, the Pioneers, Rapid Creek, King Mountain area, Smokies, South of Galena Pass, Lime Creek by Fairfield, Sawtooth extension, Pierce Rock, Salmon River Breaks, Payette, Palisades, and Germania Creek are some of them.

Our civilization is rapidly becoming one in which only two values are recognized—power and amusement. We grow more crowded by the year at an ever increasing rate. We push farther and farther in our search for resources to be exploited. When will we ever learn that we are only digging ourselves a deep hole that we may hide in when our children come and ask us, "why?" As Churchill said, "Play for more than you can afford to lose, and you will learn the game." The hard way, is what I add.

I support 3.9 million—actually I should change that. I support 9 million acres of wilderness for Idaho, so we can make Idaho a state to be proud of.

Thank you very much.

Senator McClure. Thank you.

Betsy Pomeroy.

STATEMENT OF BETSY POMEROY, KETCHUM, ID

Ms. Pomeroy. My name is Betsy Pomeroy. My husband is Nelson Pomeroy. We live near Ketchum at North Fork where we are surrounded by beautiful mountains. And that's why I am here today.

For the past 17 years we have camped in Idaho wilderness. Now we are concerned for its future as wilderness. We have seen firsthand where logging roads are built into areas of spindly pines. We've seen hillsides burned because they were too small to cut. As tax payers we've read the statistics and know it's a deficit industry. Precisely we object to mandated timber harvest in the Panhandle National Forest as stated in the Idaho Forest Management Act. We object to any roadless land being destroyed for deficit logging anywhere in Idaho.

We object to ORV use in any of the Idaho Wildlands Defense Coalition's proposed wilderness areas. There already are thousands of miles of back country roads and trails accessible to them. Very simply, they do not belong in the wildlife sensitive areas proposed in H.R. 1512.

We have this chance today to think long range and save this priceless land for mankind. We must put these priorities where they rightly belong and save these areas as wilderness—such as the Smoky Mountains, the Lemhi Mountains, and the Big Lost River Range, to name a few.

In conclusion, we strongly support the state-wide wilderness boundaries as drawn by the Idaho Wildlands Defense Coalition.

Thank you.

Senator McClure. Fred Kovach.

STATEMENT OF FRED KOVACH, IDAHO FALLS, ID

Mr. Kovach. Thank you, Senator McClure.

I would like to thank you for this opportunity to be able to speak at this panel, and I would like to commend you and Governor Andrus for your attempted compromise on this wilderness issue.

I oppose the proposed wilderness bill on two small areas I would like to mention: One. I feel that the Bear Creek area that you have included in the wilderness issue should not be included because, one, it has never been totally identified as a wilderness study area and consequently the citizens of Idaho have not had the opportunity to actually speak out over their concerns. Secondly, it contains trail systems built and paid for by ORV funds, so those funds will not be equitably used by the ORV's for which they were intended. By making it a wilderness, it would cause overuse in other forest areas surrounding Idaho Falls, and the area doesn't really represent wilderness, as it has numerous roads and fences traversing the area.

The other reasons I feel that the bill is inadequate is it doesn't contain any hard release language to prevent further wilderness proposals in Idaho. If the Bear Creek-Fall Creek area were removed from your bill and hard release language was added to it, I feel that the bill is a viable compromise and I support the bill.

Thank you.

Senator McClure. Thank you.

Thank you, ladies and gentlemen, for your testimony. Will the next group come forward, please.

The first witness is Bill Howell.

STATEMENT OF F.W. "BILL" HOWELL, MONTANA SNOWMOBILE ASSOCIATION AND WEST YELLOWSTONE SNOWMOBILE CLUB, WEST YELLOWSTONE, MT

Mr. Howell. Senator McClure, my name is Bill Howell and I reside in West Yellowstone, Montana, and I am presenting my testimony on behalf of the Montana Snowmobile Association and the West Yellowstone Snowmobile Club.

I am a business owner in West Yellowstone and have resided here for 13 years. I appreciate the opportunity to offer our comments and opinions regarding Idaho's wilderness proposal for the Targhee National Forest. While I may limit my oral testimony, I wish to have my written testimony considered in its entirety.

I draw your attention to the map that is attached to my testimony. Both the Gallatin and Targhee National Forest Wilderness proposals are highlighted in orange. The Montana-Idaho border is marked in green, and the snowmobile use areas, either play areas or trails, are highlighted in yellow.

The Targhee National Forest changed its original wilderness proposal in the draft forest plan to exclude portions of the Lionhead area. Many conservation groups approved of the changes and in making it Targhee National Forest, noted that, "We modified the boundary of the Lionhead area somewhat to accommodate existing snowmobile use."

The McClure-Andrus proposal reverts the boundary to its original location, highlighted in blue, thus encompassing those areas of snowmobile use within their wilderness proposal. I refer particularly to Sections 18 and 19 of Township 16 North, Range 44 East and Section 13 of Township 16 North, Range 43 East, which adjoins the Montana along the Continental Divide. Please note that this area has had a groomed snowmobile trail, highlighted in pink, leading to it for more than ten years.

In addition, another area popular with snowmobilers and also adjoining Montana along the Continental Divide, is encompassed in the McClure-Andrus proposal. I refer specifically to Sections 33 and 34 of Township 17 North, Range 43 East, and Sections 3, 4, 9 and 10 of Township 16 North, Range 43 East.

My concern lies with the potential loss of these snowmobile use areas—areas which have enjoyed increasing recreational activity over the past few years. As recently as four years ago the National Forest Service estimated that the areas marked in yellow saw about 100 persons per week using them for snowmobiling. The estimate has now climbed to over 300 persons per week.

The Montana Congressional Delegation, the Governor of Montana, and the Gallatin National Forest have all recognized the importance of snowmobiling in this area. Their wilderness proposal allows the use by snowmobilers of the majority of the Lionhead area that falls within Montana.

We have offered here three proposals that we would ask you to consider in reviewing your legislation and would suggest that any one of the three would be acceptable to us in Montana, and we also thank you for your time in this matter. And as a neighbor I would like to remind you that your decisions affect us in Montana as well as those all over the country.

Senator McClure. Thank you. We will carefully consider those proposals.

[The prepared statement of Mr. Howell follows:]

Yellowstone Tour and Travel
P.O. Box 369 • West Yellowstone, MT 59758 • 406-646-9310

March 10, 1988

Committee on Energy and Natural Resources
United States Senate
Washington, DC 20510

Chairman and Committee Members:

My name is Bill Howell and I reside in West Yellowstone, Montana. I am presenting my testimony as a representative of the Montana Snowmobile Association and as a member of the West Yellowstone Snowmobile Club.

I am a business owner in West Yellowstone where I have resided for the past thirteen years. I appreciate the opportunity to offer my comments and opinions regarding Idaho's Wilderness proposal for Targhee National Forest. While I may limit my oral testimony, I wish to have my written testimony considered in its entirety.

I draw the attention of committee members to the map which I have attached to the copies of my testimony. Both the Gallatin and Targhee National Forests' wilderness proposals are highlighted in orange. The Montana/Idaho border is marked in green, and the snowmobile use areas (either access trails or play areas) are highlighted in yellow.

The Targhee National Forest changed its original wilderness proposal in the draft Forest Plan to exclude portions of the Lionhead area. Many conservation groups approved of the change and in making it Targhee National

Forest noted that, "we modified the boundary of the Lionhead area somewhat to accommodate existing snowmobile use."

The McClure/Andrus proposal reverts the boundary to its original location (highlighted in blue) thus encompassing those areas of snowmobile use within their wilderness proposal. I refer particularly to sections 18 and 19 of Township 16 North, Range 44 East and Section 13 of Township 16 North, Range 43 East which adjoin Montana along the Continental Divide. Please note that this area has had a groomed trail (highlighted in pink) leading to it for more than ten years.

In addition, another area popular with snowmobilers and also adjoining Montana along the Continental Divide, is encompassed in the McClure/Andrus proposal. I refer specifically to Sections 33 and 34 of Township 17 North, Range 43 East and Sections 3, 4, 9 and 10 of Township 16 North, Range 43 East.

My concern lies with the potential loss of these snowmobile use areas--areas which have enjoyed increasing recreational activity over the last few years. As recently as four years ago the National Forest Service estimated that the areas marked in yellow saw about 100 persons per week using them for snowmobiling. The estimate has now climbed to about 300 persons per week. While people from other states also enjoy these areas, primary use is probably still by both Idaho and Montana residents.

Last month trail surveys conducted near West Yellowstone by the State of Montana show weekday, peak season figures of nearly 700 snowmobiles (from 29 states) per day using the nearby and highly popular Two Top Mountain Trail, which can lead to the Lionhead area.

Montana's Congressional delegation, the Governor of Montana, and the Gallatin National Forest have all recognized the importance of snowmobiling in this area. Their wilderness proposal allows the use by snowmobilers of the majority of the Lionhead area that falls within Montana.

Idaho's previous administration recognized the snowmobile popularity of the Lionhead area and had recommended that the area be considered for roadless management as opposed to wilderness. Additionally, these areas were not included by its Congressional Delegation in the Idaho Wilderness Act of 1984.

I reiterate, these are popular snowmobiling areas. By allowing snowmobile use to continue, these areas provide recreational opportunities in two seasons, instead of only summer.

It is our recommendation that one of the following changes in the McClure/Andrus bill be adopted.

1. The most preferred choice would be to have all the areas on this map that fall within Idaho receive non-wilderness designation.

   I would draw your attention to the Targhee National Forest's statement within it's Forest Plan referring to the amount of existing wilderness:

   > "There is approximately 3. 7 million acres of designated wilderness within 150 miles of the Targhee National Forest. In addition to the 3.7 million acres of designated wilderness, there is 2.5 million acres of proposed wilderness with in 150 miles of the Targhee.

2. The second alternative, would be to have all the areas on this map which fall within the state of Idaho receive "special management area" designation "to allow snowmobiling" similar to what has been done in certain areas of the Gallatin National Forest.

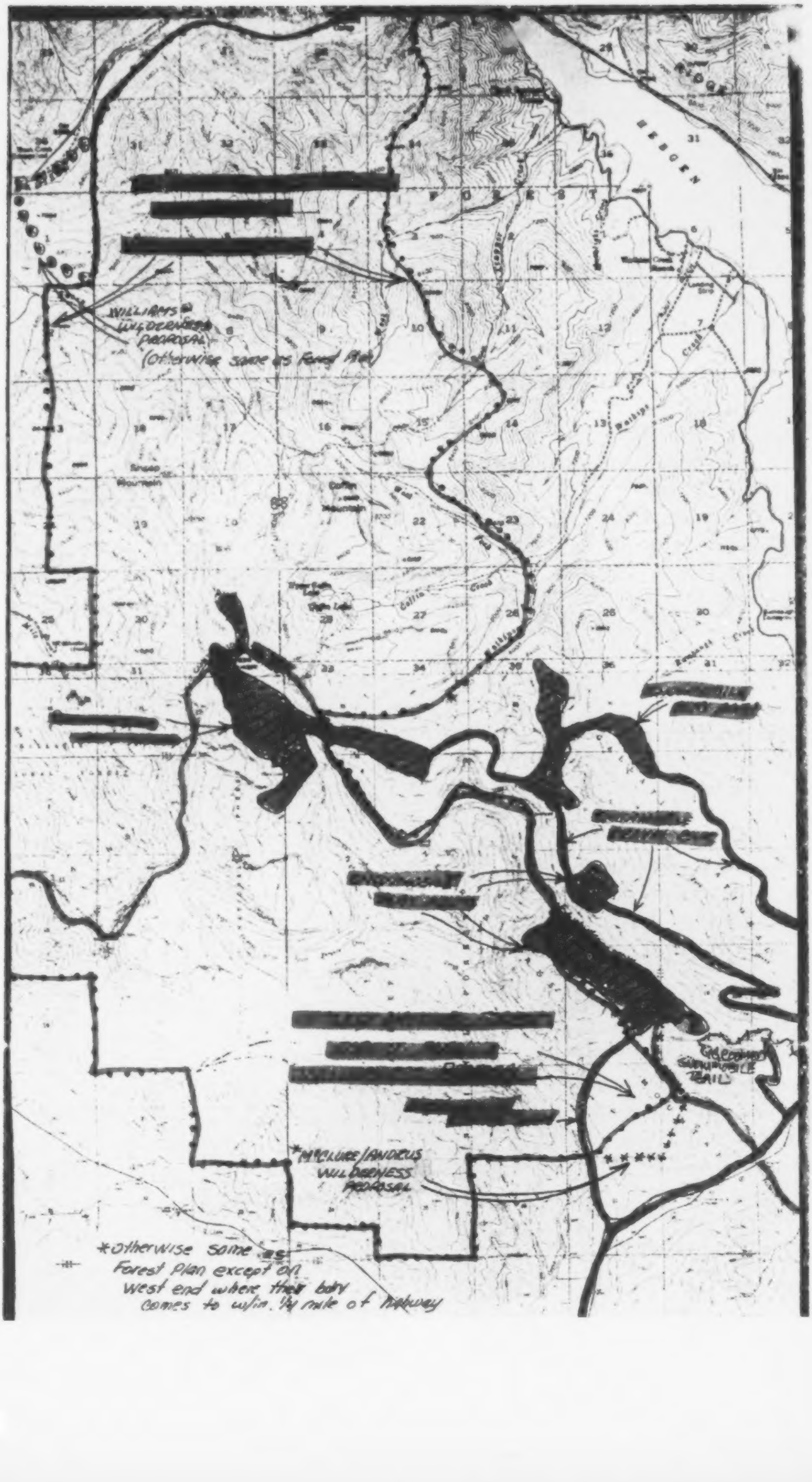
3. The third, and least acceptable, alternative would be to allow the traditional snowmobile use of the yellow areas within the wilderness boundary.

Thank you all for your time and attention. As a neighbor, I'd like to remind you that your decisions affect us in Montana as well as those from all over the country who visit our area.

Respectfully submitted,

Bill Howell

F. W. "Bill" Howell
315 Yellowstone Avenue
West Yellowstone
Montana 59758


RIDGE
FOREST
[redacted]
WILLIAMS
WILDERNESS
PROPOSAL
(Otherwise same as Forest Plan)
[redacted]
[redacted]
[redacted]
[redacted]
[redacted]
GLEASON
SNOWMOBILE
TRAIL
*McCLURE/ANDRUS
WILDERNESS
PROPOSAL
*Otherwise same as
Forest Plan except on
West end where their bdry
comes to w/in. ¼ mile of highway

Senator McClure. Steve Elle.

STATEMENT OF STEVEN ELLE, IDAHO FALLS, ID

Mr. Elle. Thank you. My name is Steve Elle. I am a citizen here in Idaho Falls and I represent myself, contrary to the listing there on the page by your representative.

I believe that the proposed Idaho Forest Management Act is inheritly flawed from the planning of these public hearings, to the special management areas language, to the reduction in the wilderness areas actually proposed.

One point that hasn't been brought out today is that a large portion of Central Idaho and North Idaho lies in the fragile geological types. Specifically in North Idaho the Belt Series geological type is an unstable underlaying soil that when disturbed, and specifically with roading and logging, tends to put large gravel and cobble-sized material into streams at a very high rate. These have a tendency to fill up rearing pools and runs in the deeper water sections, and they are not moved other than extreme high water.

In the Idaho batholith we have a slightly different problem. There the soil types again, fragile and unstable, represent a problem to spawning and rearing areas. They are the fine soils, and, again, once disturbed through roading and logging and other soil disturbance activities, they tend to move rapidly into our streams, and the South Fork is the best example I can give of a situation that was disturbed in the late sixties. Following storm events salmon and steelhead and resident trout spawning and rearing areas were inundated with the granitic soils, and today have only recovered at a rate of about 20 percent by most experts' opinions.

The language in the SMA's addresses roading effects probably adequately on wildlife and the probability that you could minimize those effects, but it does not look at the probabilities of impacts to water qualities of fisheries. In general, as much as 75 percent of the sediment input associated with entry into new areas results from roads in the form of construction, maintenance failures, in especially fragile soil types.

The South Fork SMA is particularly disturbing——

Senator McClure. Steve, I wonder if you could summarize quickly, please.

Mr. Elle [continuing]. In the fact that it does provide for a corridor in the South Fork to be protected, but it does not provide for corridors in the tributaries. In the tributaries in the late sixties were the major sediment imports to the South Fork system.

I would like to summarize in that I believe that this bill could be workable if the SMA language is removed and if it's patterned after the prior wilderness acts. If we cannot go that route, then I would support H.R. 1512 as an alternative.

Thank you for the opportunity to comment.

[The prepared statement of Mr. Elle follows:]

Statement - Andrus-McClure Idaho Wilderness Proposal
March 10, 1988

My name is Steven Elle. I reside at 1403 East 21st Street, Idaho Falls, Idaho, and I am representing myself only.

I believe the proposed Idaho Forest Management Act of 1988 is inherently flawed from the planning of these public hearings, to the special management areas language, to the reduction in wilderness areas actually proposed.

The review and comment phase for public input has been totally inadequate. Once released to the public, the authors have indicated that no substantive changes would be acceptable. Such a statement would suggest there is no purpose to these hearings, and that our testimony represents nothing more than a waste of your time. Hopefully this is not the case. The period for public review following the document release and prior to the hearings has been very short, with a lack of access to the documents. An informed response from the general public has been compromised as a result. And lastly, to hold only daytime, weekday hearings and to exclude hearings in Salmon, Pocatello, Twin Falls, Lewiston and Moscow, effectively will exclude many concerned citizens from testifying.

In review of the bill, I strongly oppose the special management areas (SMA's) and their accompanying management language. The panhandle forests lie within the Belt Series geologic type and the Salmon River drainage lies within the Idaho Batholith geologic type. A brief review of the soils in these areas indicates a high degree of instability and erosion potential associated with ground disturbance activities. In the Belt Series geologic areas, major ground disturbance associated with road building and logging activities results in the deposition of mass quantities of large gravels and small cobbles into the streams and rivers. In some drainages, major reductions in trout rearing areas due to the filling of pools have resulted from logging activities. To date, no effective model has been developed which can predict and minimize the impacts to the aquatic environment. In the Batholith geologic areas, erosion of fine sediment and sands result from road building and land disturbance. These sediments impact spawning and rearing of steelhead, chinook salmon and resident trout.

The SMA language addresses roading effects on wildlife and can probably minimize impacts on elk and deer. However, the impacts of roading and logging on water quality and fisheries is not adequately addressed. In general, as much as 75% of the sediment input associated from entry into new areas results from roads in the form of construction, maintenance and failures -- especially in fragile soil types.

The language for the South Fork Salmon River SMA is totally inadequate and technically infeasible to implement. The language regarding monitoring sediment prediction (based on unproven models) and sediment mitigation through removal cannot be implemented. Sediment removal activities would result in additional ground disturbance which would recruit more sediment into the stream -- a vicious cycle we cannot afford to enter. Historically, the major sediment input into the South Fork has resulted from disturbance in the tributaries. The South Fork protective corridor does not provide protection to the most likely sediment sources -- the tributaries. Protective corridors are required from the mouth to headwaters in all the South Fork tributaries.

Steven Elle Statement
March 10, 1988
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The French Creek SMA language is technically infeasible. To plan for many, small, isolated harvest units will result in additional roads and will result in increased costs to harvest marginally economical timber stands.

~~In the South Fork Salmon River SMA the language regarding mitigation for and cessation of major sediment causing impacts until they can be rectified is "bandaid" management, and cannot possibly take place in the real world situation. Section 103(a)(6)(B) indicates sediment removal volume for volume will occur in conjunction with entry activities based on state-of-the-art models. The best models to date are unproven, and even if we could predict sediment input, we cannot remove the sediment without creating additional land disturbance which results in additional erosion and deposition into streams -- a vicious cycle we can't afford to enter. The French Creek SMA will have sediment problems similar to the South Fork.~~

The SMA language which mandates additional harvest above and beyond the Panhandle National Forest Plan (Section 103(a)(1) and specifically denies application of other national laws (Endangered Species Act, Forest Management Act and Clean Water Act) is totally unacceptable.

Special management area language mandates certain multiple uses (logging in areas 2 through 6 and ORV trails in areas 7 and 8) without regard to Forest Management Plans and the public input process into those plans. Additionally, much language in the SMA's duplicates language in Forest Plans which have been or are likely to be challenged in the public review process.

I oppose one way language which precludes any National Forest in Idaho from considering wilderness designation in the future unless authorized by Congress Title II, Section 201(a)(2)(b)(5), and which requires minerals inventory on the proposed wilderness lands within this bill (I assume to be used to justify future re-entry) Title I, Section 101(b)(4).

Title III Section 302(a) eliminates wilderness reserved water rights currently recognized by law. The reason these rights were originally mandated was to protect the fish and wildlife values associated with water. To eliminate reserved water rights from this act leaves the potential to compromise the values of these proposed wilderness lands.

The following sections in Title III should be deleted:

> Section 301 sanctions continued illegal motorized use of roadless areas and allows it to continue after an area is designated as wilderness, and Section 302(a) eliminates wilderness water rights now recognized by law.

I strongly oppose the definition of "roads" in Title III, Section 309. This definition does not correspond to any criteria currently used by the Forest Service or Bureau of Land Management. The inclusion of any unmaintained, undesignated two track plus a 50 foot strip on either side of the center line within the definition of recognized roads essentially will result in the majority of proposed wilderness to end up with motorized corridors. I believe this is very counteractive to the reason for establishing wilderness areas.

Steven Elle Statement
March 10, 1988
Page 3

Finally, I have read that one of the major considerations for inclusion of areas into wilderness designation has been the fish and wildlife resources present. Based on that reasoning, I do not understand why major portions of the White Clouds and Palisades areas were deleted and why the North Lemhi Mountains, Garnes Mountain and Diamond Peak areas were excluded completely. All of the areas mentioned above have high fish and/or wildlife values. Also water quality degradation in all of these areas will impact important fisheries in downstream areas. Also in central and northern Idaho the following drainages have high fisheries values and were excluded: Fish Creek, White Sands Creek, Rapid River and South Fork Salmon River tributaries.

I have listed many flaws present in the proposed bill. I submit the existing bill be substantially changed to exclude special management language or the committee consider the Idaho Wilderness Act (HB-1512) as an alternative.

Thank you for the opportunity to comment.

Senator McClure. Jerry Schmier.

STATEMENT OF JERRY SCHMIER, WEST YELLOWSTONE, MT

Mr. Schmier. Thank you, Senator McClure. My name is Jerry Schmier, and I am from West Yellowstone, MT, born and raised in Idaho Falls, Idaho, I have lived here in Idaho Falls for 32 years and have spent approximately the last 20 years in West Yellowstone, so I am very, very familiar with both areas. As we came down today, we didn't bring a whole bus load of people from Montana, but we did want to give you our opinions just a little bit.

I would like to take this opportunity to testify in favor of a no wilderness area designation for the following reasons: The Lionhead area, which we are particularly interested in at this time, is a good recreational area for the summer and winter users. Our winter economy is based on snowmobiling, not only locally, but we have winter snowmobile visitors from all over the United States and some foreign countries which come to this area for winter recreation.

The economy in Montana as well as Idaho is based on tourism. We bring people from all over to spend money in Idaho as well as in Montana.

The area is not good wilderness area because most is logged up to the line and is not an appropriate designation for wilderness. Hikers enjoy this area in the summer and the area is also a good grazing area for cattle in the summer months.

I would hope that this area be left alone as it is left to the people in Idaho and Montana and all of the United States that come here to enjoy this recreational enjoyment, to be able to use it as it was intended to be used.

I have traveled over this area on horseback, I have walked this area, and I have snowmobiled in this area, and I believe that the people should be able to enjoy it as it is.

Thank you very much.

Senator McClure. Thank you. Buck Jones.

STATEMENT OF BUCK JONES, WEST YELLOWSTONE, MT

Mr. Jones. I am Buck Jones. I was born and raised in Rexburg, moved to Montana after my retirement in the air force. I have probably spent more time in the Lionhead Wilderness area than any other person on this earth.

While I was in the U.S. Air Force in Europe I had the opportunity to visit many countries and view many of these countries' national treasures of crown jewels, castles adorned with gold trappings and beautiful paintings by the old masters.

In recollection of European history I remember that not too many centuries past these national treasures most people were not able to enjoy. They were only enjoyed by a privileged few kings and monarchs who held most of the world's great treasures which they kept locked away where only they could enjoy. As the kingdoms and monachies fell and nations were formed, a few far-sighted men built museums and opened up the golden castles so the great masses could visit and enjoy the national treasures.

Today it would seem that history and men's actions are being put in reverse. Our beautifully splendored Rocky Mountains, which are a far more precious God made national treasure than any treasure ever devised by man, are gradually being taken away from the masses and given access to only a privileged few in the name of wilderness.

Prior to the 1960's the Rocky Mountain back country, was, for the most part, inaccessible in the winter. In the 1960's a new invention, the snowmobile, entered the scene. This new mode of transportation allowed man to travel into the beautiful pristine back country, enjoy it to the fullest extent, and be back home in front of a cozy fire by evening. The more people visited and photographed this winter wonderland, the more people traveled for thousands of miles to experience an ecstasy that was heretofore unknown to them.

After my air force retirement in 1973 my family and I settled into our newly acquired Lionhead Resort and started enjoying these exhilarating pine scented Rocky Mountains that I had so learned to love as a child. In the summer months we hosted hundreds of campers and winter hosted the multitude of winter snowmobilers in our restaurant. Horseback riding allowed me to start venturing further into the mountains in search of new sights. One summer day, being exceptionally adventurous, I rode past Lionhead Mountain and discovered an entirely different pristine area with gorgeous high mountain rock formations and many wildflower covered meadows dotted with small lakes and ponds——

Senator McClure. I would note that you are just about halfway through and your time is up. I wonder if you could summarize.

Mr. Jones. From that date forward I decided to enter this area in the winter and see what it looked like, and what I found was a beautiful scenery that was really mind boggling, and I felt right then for me not to keep this—for me to keep this place for myself would be very selfish. And since that time I have been guiding snowmobilers into this area at no charge and repeatedly they said that this area was undoubtedly the highlight of their visit, even more so sometimes than Yellowstone National Park——

Senator McClure. I shouldn't have asked you to summarize, it's taking longer. Your entire statement is in the record and it will be available to all the members of the committee. Thank you very much.

[The prepared statement of Mr. Jones follows:]

March 10, 1988

TO: U S SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

FROM: TESTIMONY BY BUCK JONES, OWNER OF LIONSHEAD RESORT LOCATED ADJACENT TO THE PROPOSED LIONSHEAD WILDERNESS AREA.

While I was in the U S Air Force in Europe I had the opportunity to visit many Countries and view many of these Countries national treasures of crown jewels, castles adjoined with gold trappings and beautiful paintings by the old masters.

In recollection of European history I remember that not to many centuries past that the national treasures I was able to enjoy, were only enjoyed by a privileged few Kings and Monarchs who held most of the worlds great treasures which they kept locked away where only they could enjoy.

As the kingdoms and monarchy's fell and nations were formed, a few far sighted men built museums and opened up the golden castles, so the great masses could visit and enjoy the national treasures.

Today it would seem that history and mens actions are being put in reverse. Our beautiful splendored Rocky Mountains, which are a far more precious God made national treasure, than any treasure ever devised by man are gradually being taken away from the masses and given access to only a priveleged few in the name of wilderness.

Prior to the 1960's the Rocky Mountain back country, was for the most part, inacessable in winter. In the 60's a new invention, the snowmobile, entered upon the scene. This new mode of transportation allowed man to travel into the beautiful pristine back country, enjoy it to the fullest extent possible and be back home in front of a cozy fire by evening. The more people visited and photographed this winter wonderland the more people traveled for thousands of miles to experience an ecstasy that was heretofore unknown to them.

After my Air Force retirement in 1973 my family and I settled into our newly acquired Lionshead Resort and started enjoying these exhilirating pine scented Rocky Mountains that I had so learned to love as a child. In the summer months we hosted hundreds of campers and winter hosted the multitude of winter snowmobilers in our restaurant. Horseback riding allowed me to start venturing further into the mountains in search of new sights. One summer day, being exceptionally adventurous, I rode past Lionshead mountain and discovered an entirely different pristine area with gorgeous high mountain rock formations and many wildflower covered meadows dotted with small lakes and ponds.

While taking in that breathtaking scenery that day I wondered what it would be like when the area would be completely transformed by the winters deep snows.

Making mental notes of a possible entrance route by snowmobile I planned to return to wait for a time when the snowpack in winter would be deep and firm enough for my vechicle to travel.

On a sunny day, late the next spring, I retraced my path into the area I had visited the prior summer to view the most spectacular, mind boggling scenery I had ever had the privilege to view. Right then and there I made up my mind that to keep such beauty to one self would be very selfish indeed and from that time forward until the present I have guided hundreds of snowmobilers into the area at no charge. The area of which I speak is now the proposed Lionshead Wilderness Area.

To lock up this National Treasure by designating it as wilderness would indeed be a travesty.

I have been told numerous times by people whom I have guided into the area, that the visitation was the high light of their trip, even moreso than visiting Yellowstone National Park.

I plead with each and every member of the senate sub-committee not to close this magnificent winter wonderland, acessable only in winter by snowmobile.

I trust that you gentlemen will take the path of the many wise men in the past who deemed things of great beauty should be viewed by all wanting to enjoy such beauty and not lock it up to satisfy a few, who I am sure have never had an opportunity to experience Lionshead country in winter because they think of a snowmobile as some loud nerve shattering monster that should never have been invented.

De Vere "Buck" Jones

DE VERE L. JONES
LIONSHEAD RESORT

Senator McClure. Cal Dunbar.

STATEMENT OF CALVIN W. DUNBAR, CHAMBER OF COMMERCE, WEST YELLOWSTONE, MT

Mr. Dunbar. I am Cal Dunbar, Senator. I am a 26-year resident of West Yellowstone, 17-year city councilman. I am the co-owner of a supermarket there. On behalf of the mayor I would like to present this letter signed by him on behalf of the town council where the area of discussion is an integral part of the winter economy for the town of West Yellowstone. As you know, our town relies heavily on the snowmobile industry for its winter livelihood.

One result of this is the Lionhead area remains as a proposed wilderness. This area is used extensively by snowmobilers on both the Idaho and Montana side. To eliminate this area from future snowmobile use would do a serious disservice to the sport and would have a definite effect on the town's only winter industry.

As you know, Montana's Earthquake Wilderness Proposal, a boundary change has been effected which recognizes that historical use of this area by snowmobilers on the Montana side of the Lionhead area. We are asking you for either a no wilderness designation, a boundary adjustment, or have a special management area that will allow continued use by snowmobilers. We feel this is very important for the town of West Yellowstone and don't be persuaded by wilderness advocates from the metropolitan areas who look upon us as a wilderness, as just another zoo. It is our livelihood.

Here I have a statement that I presented before the Subcommittee on Public Lands and National Parks Committee in Washington, D.C., May 17, 1983, wherein we have a very careful profile of our winter economy of the Town of West Yellowstone and particularly since the impact of the snowmobile in 1965 which completely revolutionized our winter industry upon which we are entirely reliant. And we now have a population of 760 by the 1980 census, up from about 300, and we have a full employment of 54 percent hardcore numbers, counting all the businesses that we went through at that time, and I ask that you give careful consideration, sir.

[The prepared statement of Mr. Dunbar follows:]

West Yellowstone, Montana
Chamber of Commerce
P.O. Box 458 West Yellowstone, Montana 59758 • (406) 646-7528

TESTIMONY BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND NATIONAL PARKS

By: Calvin W. Dunbar,

West Yellowstone Community Representative

I am Calvin Dunbar, representing the community of West Yellowstone. My family has lived in West Yellowstone 22 years. My wife is the senior tenured school teacher. Our children received all of their education, one through 12 there. I have owned and operated a supermarket with an associate this 22 year period. I serve as a charter director of the town bank, as an 11 year town councilman and have served many civic positions. I am an active winter skier. The community sent me here to inform you of their concern at the possible loss of existing snowmobile access should the management area be closed to snowmobiling. Our folks are very concerned.

As you may know, West Yellowstone has existed as a community at the west entrance of Yellowstone National Park since 1907. However, it has been incorporated only since 1966. Our 1983 population is 760. The West Yellowstone school district has approximately 900 total population, year round. During the 100 day summer season from mid-June through mid-September, the town population swells to a nightly floating population of about 6,000 or more tourists. The estimated summer seasonal work force is some 2,000, so during the peak in July a nightly population of 8,000 is realistic. In mid-September the number plummets rapidly. The Park closes October 30th and winter is upon us.

Until 1966, the entire period from November to May was an economic void. A population of some 300 wintered over in West Yellowstone. Except for three small groceries, four cafes, six bars, one drugstore, no motels, a variety store and four gas stations all catering to the residents, the economy closed down. Actually, many of these businesses stayed open at a loss simply to protect their local trade.

But in 1965, something happened. The snowmobile happened. It revolutionized the winter. It revolutionized West Yellowstone which lies under snow from November until May.

Our town is directly and completely surrounded by public land. The Park on the east, Forest Service lands on the south, west and north. Recognizing our situation, the town incorporated and enacted a unique snowmobile ordinance permitting snowmobiles on our streets. Now a tourist could go directly from his motel to the abutting public lands. Therefore, we now have a winter recreation attraction unique from anywhere else.

Yellowstone Park now permits snowmobile usage on roads and the Forest Service allows access except for tree plantation sites. Eventually trail grooming became the practice, grooming some 250 miles of trails, including some 12 miles of the Big Sky play area. These Two Top, Lionhead and the Big Sky areas became recreationally renowned.

Increasingly businesses could stay open throughout the winter, utilizing their capitalized equipment and employing their help instead of laying them off in September. More families stayed the winter. We organized a bank. We started a high school. We established a medical clinic. There were actually winter jobs in tourism. The underlying factor was the snowmobile. The President of our 17 year old bank has always said, "The winter economy is the snowmobile." He should know. From footings of one million dollars the first entire year, 1967, the growth has climbed to 10 million last year. Without the snowmobile this economic health would never have become possible, most businesses would have shuttered up in September, unable to afford the long uneconomic winter.

Our high school has a population of 75. The total school population, grades one through twelve, is 220. Significantly this June will be but the 15th graduating class. Again a spin-off of the snowmobile winter economy.

What about current winter employment? This winter, we had open and operating 29 motels, 11 cafes/bars, 13 gift shops, three supermarkets, one apothecary, six service stations, one theatre, four realties, two lumber/hardware stores, one high school, and a medical clinic. The motel and service station figures include snowmobile rentals. Therefore, a total number of 71 businesses open with an employment of 426 people in snowmobile-related jobs. Even if we conservatively factor out 20% of the business as being related to Yellowstone Park bound tourists (and that may be high), the number of businesses now open in West is significant. Remember, the Park concessionaires supply their own accommodations and transportation packages themselves, independently of West Yellowstone. Our Human Resource Coordinator reports that our unemployment is factored in with Gallatin County so cannot be isolated, but unemployment is highest in the brief period before snowmobiling starts and after it ends. "Without snowmobiling," she reports, "there would be virtually no winter employment." My store alone keeps four key employees, year round.

Now why is this Big Sky snowmobile recreation area so important to us? Would its loss to the snowmobiling public really be that detrimental to our economy? It's sort of like asking Detroit how many Datsun imports are significant! Of course, it really matters. Here's why:

We have recorded on mechanical counters some 50,000 visitor uses in the Hebgen Lake District on the groomed snowmobile trails this year, of these 4,000 used the Big Sky snowmobile recreation area. In 1980, it was 49,100 with 1,500 Big Sky uses; 1981, 43,100 with 3,500; 1982, 53,600 with 3,700; and 1983, 52,700 with 4,000 Big Sky uses. You can see the interest in the Big Sky area from the figures. The snowmobilers enjoy this area and without it, the variety of recreational experience is lessened. Remember the snow level in this play area is from seven to ten feet deep, a long way above the ground. In town we receive over 200 inches snowfall and the snow level averages three to six feet. So, terrain damage is non-existent by the snowmobiles in this area and the summer hikers cannot even tell they were there. The snow is way too deep for big game animals.

Each tourist using our area contributes $100.00 to $150.00 per day of new money introduced into the economy. Multiply this by any accumulative factor and the total effect on our Southwest Montana-Eastern Idaho trade area is significant.

Airline management estimates that about 4,000 of the airline deplanings at Bozeman are headed for West Yellowstone. Many of these tourists are foreign, so the foreign exchange can have an increasing salutary effect upon our national balance of payments. Nothing is insignificant here.

Moreover, many snowmobilers return year after year to spend their winter vacations on the diversified snowslopes around us. The Big Sky snowmobile recreation country is of particular interest to these returnees. Usually, after a single trip into Old Faithful and the Grand Loop inside Yellowstone National Park the touring snowmobiler seeks the recreational variety outside the Park. The figures I gave you show the interest in the Big Sky recreation area. Tourists usually spend four to five days snowmobiling around West Yellowstone, on the average, we estimate.

Briefly, one non-economic aspect of the snowmobiling as recreation: It is available to an extremely broad range of people. Young kids, old folks, handicapped, amputees, and anyone else lacking the physical stamina and athletic skill required by skiing or snowshoeing. One 70 year old man with a heart problem, whom I know, dearly enjoys his winters on his trusty snowmachine. So, the snowmobile is also egalitarian because it provides winter enjoyment of public lands to the broadest spectrum of vacationing taxpayers.

We are not asking for more access. We are asking your protection of our existing access. We have shown the significance of the snowmobile to West Yellowstone. Once again, we would like to emphasize that the curtailment of snowmobile activity, i.e., the closing of our current accessible forest land, could be economically catastrophic to the West Yellowstone area. We respectfully ask that you recognize the negative impact on our area if the snowmobiling area is curtailed by removing the Big Sky Trail management area.

Thank you.

Senator McCLURE. John Costello.

STATEMENT OF JOHN COSTELLO, WEST YELLOWSTONE, MT

Mr. COSTELLO. My name is John Costello. I am a real estate broker in West Yellowstone and have lived in West with my family for the last 13 years. I am an avid user of the back country along the Montana-Idaho border, specifically in the area proposed for wilderness designation just north of Henry's Lake in Northern Fremont Country. I full well realize that the land we are discussing at this hearing is in the State of Idaho and I am a resident of the State of Montana, but I am also fully aware that these are federally owned lands to which we all have a right, whether we are from Idaho, Montana, California, or New York.

I do not have a real argument with the Big W designation on federally owned lands when the designation is placed in a manner that is thoroughly studied and analyzed and furthermore able to be enforced. It seems foolish to me to be placing an area of high recreational use lands that has been altered to some degree by the U.S. Forest Service already and has roads in and throughout the area into a designation of wilderness. The areas that I am addressing are the areas commonly known to the outdoor user public as the Sheep Mountain and Lionhead area.

Now, I realize that the typical city dweller views most snowmobilers as somewhat unusual recreational folks and that West Yellowstone, Montana, the snowmobile capital of the world, is a somewhat unusual place. But I'm here to tell you that the snowmobile as a recreational tool is here to stay and that West Yellowstone, Montana, is a vibrant and economically alive community partially because of the wintertime snowmobile tourist. Unfortunately, because of this wilderness proposal a very important segment of our snowmobile recreational area is on the block, to be removed forever.

The economy of West Yellowstone in the wintertime is totally predicated on the snowmobiling public. This tourist travels to West Yellowstone from all over the country but mostly from our surrounding neighbors, like Idaho, Wyoming, and Utah. While these tourists are coming and going, they are spending their vacation dollars not only in our town but in Idaho Falls, Pocatello, Boise, and many other Idaho communities. We feel that we can take a small part, but a very important part, in the Idaho tourist generation efforts. With the areas of the economy such as logging, farming-ranching and mining having such a tough time, one would think that curtailing the recreational tourist segment wouldn't be the wisest move at this point in time.

The specific point that I would like to make this afternoon is as follows: In the Lionhead and Sheep Mountain areas north of Henry's Lake the proposed wilderness boundaries can be altered by as little as about 2,000 acres that then will take away none of the very important snowmobile recreational areas and, at the same time, will provide the Forest Service the boundaries that they can enforce with much less effort, with much more effectiveness and less expenditure of public dollars.

Thank you very much.

Senator McClure. Ken Takata.

STATEMENT OF KEN TAKATA, PRESIDENT, CHAMBER OF COMMERCE, WEST YELLOWSTONE, MT

Mr. Takata. My name is Ken Takata. I am the president of the West Yellowstone Chamber of Commerce.

On behalf of the West Yellowstone Chamber of Commerce, we are requesting the Senate Committee on Energy and Natural Resources to reconsider its decision on designating the northern region of the Targhee National Forest as wilderness areas, primarily the Lionhead area.

As Idaho and Montana both experience a decline in its major industries, such as agriculture, logging, and livestock, they have come to realize the importance of the tourism market. This is evident in the cooperation and awareness of our state's legislatures to respond to the trends and needs of the traveling public. It is also our responsibility to promote and maintain an environment that encourages people to enjoy and respect the freedom of the open spaces that have made this region so popular and symbolic of the American west.

The designated area in question has long been a popular destination for recreationalists, both locally as well as our out-of-state visitors. It has become a vital link in the winter economy of West Yellowstone as well as the Idaho communities that border the highway 20 corridor.

A recent survey conducted by the West Yellowstone Snowmobile Club and sponsored by the Montana Department of Fish, Wildlife and Parks and the Montana Snowmobile Association indicated that a majority of the winter visitors to our area are from Idaho, Utah, and California. We feel that this flow of traffic through the State of Idaho will be discouraged if you continue to limit and restrict the opportunities available for the outdoor recreationalists.

We are not requesting that your decision be an all or none situation. That would be far too easy. The challenge that you face is to establish an environment that would be compatible to the needs of the state as well as to the preservation of the land. A realignment of the wilderness boundary or a special management area designation at best would be a workable solution. The success of these alternative recommendations are evident in Montana's Earthquake Wilderness Proposal and in the Big Sky Trail in the Gallatin National Forest.

We are confident that if you re-evaluate your proposal, you will feel the need to establish an area that will not discourage or inhibit the enjoyment of our area by visitors to our region.

The West Yellowstone Chamber of Commerce appreciates your audience and offers any assistance that you may request. Thank you.

Senator McClure. Delbert Winterfield.

STATEMENT OF DELBERT WINTERFIELD, PRESIDENT, IDAHO ASSOCIATION OF SOIL CONSERVATION DISTRICTS, SWAN VALLEY, ID

Mr. **Winterfield**. Thank you, Senator McClure, Governor Andrus. My name is Delbert Winterfield, and I have lived in Swan Valley, Idaho, all of my life. At the present time I am representing the Idaho Association of Soil Conservation Districts. There are 51 soil and water conservation districts in the State of Idaho, and I am the chairman of that association.

We have a concern with the proposed bill regarding the lack of an exemption for the snow survey program conducted by the Soil Conservation Service. It is my understanding that the proposed wilderness designation includes 14 snow survey sites. The SCS visits these areas several times during winter months to measure snow depths and water content and again during the summer months for maintenance. The fully automated Snotel sites have snow pillows, precipitation gauges, temperature and other sensors. These sites report daily. Both manual and automated sites need to be serviced in the summer and maintained year around. Snotel sites may require emergency maintenance during any period.

Depending on the site location and the prerogatives of the land manager access may be by helicopter, snow machine, skis, all-terrain vehicle or truck. The electronic equipment and replacement components needed for maintaining Snotel sites usually require vehicle or helicopter access. The mode of access may be different in winter than in summer.

If reasonable access and continued operation of these data sites is not provided for in the legislation, our ability to collect data and forecast stream flows will be significantly impaired.

It is vital that access to these sites be unrestricted. We depend on those measurements for managing Idaho's water supply. We Idaho farmers and ranchers must have this information to manage our farming and ranching operations, and also many other entities use these stream flow forecasts. We urge you to amend the proposed bill to allow for an exemption for snow survey sites located in the proposed wilderness areas.

Thank you, Senator.

Senator **McClure**. Thank you very much.

Thank you, gentlemen, for your testimony.

That would complete the list as prepared as of noon yesterday. We have the following names on our list for additional witnesses. I hope I can read the list. Jean Williams, Tom Blanchard, Chris Harding, Andy Goodwin, Steve Haims, Andrew Harding, Harry Bryant, Calvin Howard, Ed Wright, Randy Skidmore, Elvera Slansky, and Michael Breen. If those people whose names I just read would all come down to the front, and we will include you in the next panel to the extent that we can.

Larry Merritt.

[No response.]

Senator **McClure**. Michael Ferguson.

[No response.]

Senator **McClure**. Ronny Ard.

STATEMENT OF RONNY ARD, FREMONT-MADISON IRRIGATION DISTRICT, NEWDALE, ID

Mr. ARD. Senator McClure and panel. This testimony was adopted by the board of directors of Fremont-Madison Irrigation District at its last regular monthly meeting held March 8, 1988, as presented by me, Ronny Ard, as its official position as to the National Forest Management Act.

The Fremont-Madison Irrigation District is located in the Upper Snake River Valley of Southeastern Idaho. The district represents about 1,500 farm families on 135,000 acres of irrigated land in Fremont, Madison, and Teton Counties.

The Fremont-Madison Irrigation District supports the Idaho Forest Management Act as written by Senator McClure and Governor Andrus. We believe this wilderness bill strikes a good balance between the interests of preservationists and multiple use advocates. We will not support any amendments that would increase the amount of land to be set aside as wilderness in Idaho.

We support language in the bill that prohibits reserving or creating water rights for any of the lands that are wilderness or special management areas.

The district is in favor of an amendment to the bill that will allow for a snowmobiling season on those lands where this activity will not interfere with wildlife or harm the environment. The local administering agency of the wilderness area could decide if this type of recreational activity is appropriate by considering the local public interest. We believe this would allow more people to enjoy the beauty and scenery of a wilderness area during the wintertime.

Let me qualify what I mean by snow machining season. It's perfectly obvious to me after sitting here all day that all wildernesses are not created equally. All wildernesses are not as the one I am speaking about. The one I am most concerned about runs between 8,000 and 12,000 feet, and when you snow machine there, you touch nothing but snow. And I am sure that there are wilderness areas proposed and actually in effect now that do need to be managed to the full extent of the law.

I would just like to conclude by saying that some of these people have been advocating, like the old farmer that had a lot of land, all I want is what I have got and what borders me. And right now all that we want is just what I have stated, and we would ask that Senator McClure keep this in the record.

Senator McCLURE. Thank you very much.

J.B. Anderson.

STATEMENT OF J.B. ANDERSON, BIG HOLE RANCHERS ASSOCIATION, DILLON, MT

Mr. ANDERSON. Senator McClure, Ms. Norcross, I have submitted written testimony, but I will deviate somewhat.

Senator McCLURE. Your written testimony will be inserted in the record in full.

Mr. ANDERSON. Thank you.

My name is J.B. Anderson. I am a former resident of Idaho—born in Moscow and raised in Blackfoot. I presently live in Dillon, Montana. I am a member and representative of the Big Hole

Ranchers Association, a group of ranchers who live in the Big Hole Valley in Southwest Montana.

I have been asked to appear here today by some Western Montana rancher friends who have had problems with Forest Service road construction and timber sale projects and are concerned about the degradation of their watersheds, as we are in the Big Hole Valley. The Big Hole Ranchers Association was formed initially to oppose wilderness designation in the West Big Hole and other areas of the Big Hole Valley. While we were busily opposing wilderness, the Forest Service was busily punching roads and clear cuts into what I consider to be one of the most pristine beautiful ranch valleys left in the United States.

Our group finally came to our senses, and although we are not total advocates of wilderness, I believe we have been forced into the position of supporting wilderness as a less onerous burden on our land and watershed than the policy of the United States Forest Service road construction and timber sale projects. The Big Hole ranchers have spent close to $50,000 in legal fees and experts' fees in attempting to force the Forest Service to adequately study the impacts of road construction and timber sale projects on the watershed before implementation of those projects. We started an injunction in federal district court in Butte, Montana, to enjoin three timber sales and road construction projects in June of 1986. We were unsuccessful. And we have spent close to $50,000 in filing an appeal on the Beaverhead National Forest Plan. To date we have at least gotten the Forest Service's attention.

Thank you very much.

Senator McClure. Thank you.

[The prepared statement of Mr. Anderson follows:]

Senator McClure;

My name is J.B. Anderson. I am a former resident of Idaho - born in Moscow and raised in Blackfoot - presently residing in Dillon, Montana.

I am a member and representative of a group of ranchers who live in southwest Montana in the Big Hole Valley. The Big Hole Ranchers' Assn. was formed in an effort to protect the watershed and environmental values often taken for granted by many ranchers and to stop the subsidized degradation of our natural resources which are so abundant in the Big Hole, Grasshopper and Horse Prairie Valleys in southwest Montana.

We initially were opposed to Wilderness designation for certain pristene areas in the Big Hole Valley and other surrounding areas because we felt that Wilderness designation was an unduly burdensome lock-out of certain uses in that area. With the exception of our support for Wilderness designation in the North Big Hole as a tack-on to the Anaconda-Pintlar Wilderness area we have come to support of Wilderness in other areas only as a less onerous burden on the land than the flawed, senseless, all-out timber production at all costs policy of the United States Forest Service.

Our arrival in support of Wilderness has not been an easy transition. For the Big Hole Ranchers to arrive at this decision required many factors. Some of which are:

1) filing of a motion for a preliminary injunction to stop 3 timber sales and road construction projects in the Big Hole Valley because we felt that the F.S. had failed to adequately assess the adverse impacts on the watershed with regard to timing of runoff, sedimentation, violation of Montana's A-1 water quality standard and non-degradation policy; the fact that every planned sale in the Big Hole Valley is a deficit sale and the costs always exceed the revenues; and, the fact that the F.S. had not shown that the harvested lands could be adequately restocked within 5 years after harvest as required by the National Forest Management Act.

Recently, we received a letter from a Montana Fish, Wildlife + Parks hyrologist who concludes the same as the Big Hole Ranchers, that is, that the Forest Service has not adequately studied the impacts of roading and logging on the watershed; on elk habitat and on the possibility of regeneration or the lack thereof on harvested lands and has requested the Beaverhead National Forest to stay all activities until monitoring devices are in place to determine and establish baseline data with which to assess the impacts on the watershed.

What is the point of Montana ranchers coming to a hearing on Idaho wilderness legislation? The point is that although we were initially opposed to Wilderness designation, it appears to be the only way, at present, to stop a runaway timber policy of the U.S.F.S. Those of you who have ranches out there and who may be threatened the same as the ranchers in the Big Hole Valley are must realize that the only hand you can depend upon is the one at the end of your arm. If you sit idly by the U.S.F.S. will cram their timber policy down your throat.

It has taken the Big Hole Ranchers' $50,000.⁰⁰ in legal and experts fees and considerable donated time and effort to just get the attention of the Forest Service. I hope you Idaho ranchers don't wait as long as we did.

Thank you for your time and I would request that the hearing record be held open for a reasonable time to submit additional written testimony.

J B Anderson
P.O. Box 161
Dillon Montana
59725
406/683-2255

Senator McClure. Jack Hirschy.

STATEMENT OF JACK HIRSCHY, JACKSON, MT

Mr. Hirschy. Senator McClure, my name is Jack Hirschy. I am a rancher from Montana and live in what is known as the Big Hole Valley. My grandparents homesteaded there in 1894.

I have been asked by some Idaho ranchers to appear here today to relate my experiences with regard to the Forest Service timber sale and road construction projects to you in hope that you will take a long and hard look at the Forest Service timber policy before allowing continued degradation of our western watersheds.

In 1978 our western district congressman, Pat Williams, introduced a wilderness bill designating a portion of the Bitterroot Range of the Rocky Mountains as wilderness. This area lies east of Salmon and west of Wisdom and Jackson, Montana. I initially opposed the wilderness because of the restrictive use nature of a wilderness area. However, although I opposed wilderness, I didn't like all the roads the Forest Service was building in the Big Hole Valley. I have only come to support a limited wilderness as a compromise, realizing that at the present and based on past experience this is the only means of assurance that the Forest Service will not road and log the entire Big Hole Valley.

One of our major problems in our area in addition to the impacts on the watershed by roading and logging is the introduction of spotted knapweed into the valley by logging trucks. Virtually every clear cut in the valley is infested with the weed. It is totally unacceptable to me that the Big Hole Valley may be overrun with knapweed as it is the entire area around Missoula, Montana, and Salmon, Idaho.

The point of my comments is this. I feel, as many ranchers here in Idaho may feel, backed into a corner and now must choose between an out-of-control timber policy by the Forest Service or formal wilderness designation. Don't get me wrong, I am no wilderness fan. However, if push comes to shove, as it has in the Big Hole, I will clearly opt for wilderness to save the values inherent to me as a life-long resident of the Big Hole Valley over the subsidized degradation of those values by our federal government.

Thank you.

[Applause.]

[The prepared statement of Mr. Hirschy follows:]

Good afternoon Senator McClure:

My name is Jack Hirschy. I am a rancher from Wisdom, Montana, and live in what is commonly known as the Big Hole Valley. My grandparents homesteaded there in 1894.

I have been asked by Idaho ranchers to appear here today to relate my experiences with regard to Forest Service timber sale and road construction projects to you in the hope that you will take a long, hard look at the Forest Service timber policy before allowing continued degradation of our western watersheds.

In 1978, our western district Congressman, Pat Williams, introduced a Wilderness bill designating a portion of the Bitterroot Range of the Rocky Mountains as wilderness. This area lies east of Salmon, Idaho and west of Wisdom and Jackson, Montana.

I initially opposed wilderness because of the restrictive use nature of a wilderness area. However, although I opposed wilderness, I also didn't like all the roads and clear-cut logging the Forest Service was doing in the Big Hole Valley. I have only come to support wilderness as a compromise realizing that, at the present and based on past experience, this is the only means of assuring that the Forest Service will not road and log the entire Big Hole Valley.

Time and time again, the Beaverhead National forest has promised not to build roads or cut timber in certain areas which we have relied upon to our detriment.

One of the major problems in our area in addition to the impacts on the watershed by roading and logging is the introduction of Spotted Knapweed into the valley by logging trucks. Virtually every clear-cut in the valley is infested with the weed. I incur considerable expense each year in Keeping the weed off my land. It is totally unacceptable to me that the Big Hole Valley may be overrun with Knapweed as is the entire area around Missoula, Montana.

The point of my comments is this:
I feel, as many ranchers here in Idaho may also feel, that I have been backed into a corner and now must choose between an out-of-control timber policy by the Forest Service or formal Wilderness designation. I AM NO FAN OF WILDERNESS!

However, if push comes to shove as it has in the Big Hole Valley. I will clearly opt for Wilderness to save the values inherent to me as a life-long resident of the Big Hole Valley over the subsidized degradation of those values by our federal government.

Thank you,

Jack Hirschy
Jackson, Montana
406/689-3500

Senator McClure. Richard Clark.

STATEMENT OF DR. RICHARD L. CLARK, PRESIDENT, FOX CREEK PACK STATION, VICTOR, ID

Dr. Clark. Senator McClure, I am a trained biologist teaching here at a local college. I have completed several environmental studies in the area in Southern Utah. I am also a commercial outfitter licensed with the State of Idaho and operate on the west slope of the Tetons. We teach a minimal impact horse packing seminar in Yellowstone Park.

I would like to applaud the special management provisions of the bill. I think you read Chapter 1 of land use planning. I am only sad, and I am sure you are, too, that we couldn't leave that up to the local manager to make those decisions. I think he is in a place where he could best make those decisions for us.

I grinned a little today as we talked about Yellowstone Park being a model of wilderness management and wilderness use. Three million people pass through there. I think of the southwest corner where Dunbar Susong manages that corner of the park. The most populace campsite is in that corner. Dunbar uses a chain saw to manage that section. He has used helicopters on several occasions, and, frankly, it's one of the finest wilderness experiences I could have. I invite you to come and go with me sometime.

I would like to suggest, Senator, that perhaps this bill might be inappropriate until such time as we can go back and look at the Wilderness Act of 1964 and review it in terms of state of the art land use planning. And I think some of the language in the bill under the provisions of the 1964 act tend to be a little damaging. I am particularly concerned about section 308 where outfitters are given grandfathering rights. I think that may be inconsistent.

Thank you.

Senator McClure. Thank you.

[The prepared statement of Dr. Clark follows:]

STATEMENT OF
RICHARD L. CLARK, Ph.D., PRESIDENT
FOX CREEK PACK STATION, INC.
BEFORE THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
SUBCOMMITTEE ON PUBLIC LANDS

WITH REGARD TO S. 2055
A BILL TO DESIGNATE LANDS WITHIN THE STATE OF IDAHO
FOR WILDERNESS WITHDRAWAL, AND FOR OTHER PURPOSES

MR. CHAIRMAN - The Fox Creek Pack Station, Inc. is a private outfitting and guiding company, licensed by the Idaho Outfitters and Guides Board, and based in the general vicinity of Victor, Idaho, on the western slopes of the Teton mountain range.

Fox Creek provides a variety of pack trips and trail rides, but we specialize in wilderness horsepacking. The company policy exclusively employs a minimal impact approach to camping, trailriding, and livestock management. Our leadership in this area has been recognized by national trade journals and network television. Fox Creek is currently the contract instructor for the Yellowstone Institute's wilderness horsepacking educational curriculum.

Because of the land management policies contained in bill S. 2055, pending before this subcommittee, and the implication of those policies for our business, we have eagerly accepted this opportunity to comment on this legislation.

The Role of Horses in the Wilderness Experience

Three and a half centuries ago, when the first European and Afroasian horse bloodlines were introduced to North America, "wilderness" was an apt description for the vast majority of this continent. Native Americans were among the first to employ the horse as a means of traversing our nation's expansive plains and forests. The horse also brought the early trappers and mountainmen into the heart of the American wilderness. In fact, by the time western settlement had begun, horses were the next most valuable thing to a person's own life--and the penalty for taking either was the same. Throughout these centuries, the historical role of horses as a means of wilderness travel has been indisputable.

The horse, as a species, is in and of itself not a stranger to the common fauna of the wild. Although the domesticated *equus caballus* is certainly not considered wildlife, still, the horse is closely related to other ruminant ungulates (deer, elk, moose, caribou, etc.) that are commonly found in wilderness. It is not uncommon on one of our pack trips to spy elk or moose grazing side-by-side with the horses nnd mules in a dewy morning meadow. This familial relationship often allows a horseback rider to approach wildlife much closer, surprising the animals less often, than would a hiker afoot. After all, the sound of a hoof falling on the dusty path seems to "belong" in wilderness scenarios where the clomp of rubber-soled hiking boots are somewhat alien.

Add to this the fact that many wilderness trails pose an arduous physical challenge to the backcountry hiker. While such tests of the sinew are certainly a part of the wilderness experience for many people, other equally as valuable experiences can be had on horseback. The horse, who can often climb that same trail with comparative ease, frees the rider to more fully appreciate the aesthetic beauties of the wilderness through which he or she is passing. I have, on occassion, taken riders that had formerly hiked the same trails on foot. In every case, those individuals have noted unique new and valuable wilderness experiences on horseback.

Minimizing the Impacts of Wilderness Horse Use

While much can still be said of the appropriate role of horse use in wilderness, it must be recognized that horses and their riders carry with them tremendous potential for environmental disruption--the kind of disruption that destroys the wilderness experience of others.

As Americans make more and more demands on wilderness lands, the preservation of wilderness characteristics becomes more and more dependent on minimizing the impact that each visitor has on the land. This is what we refer to as the minimal impact concept. Lands that ten years ago could easily withstand the impact of 100 visitors each day, must now withstand thousands. Clearly, each visitor must now leave less of a mark on the land than was the case ten years ago. This is true, even if that visitor is an outfitter or guide.

Stewardship Vs. Prescriptions of Law

We at the Fox Creek Pack Station have found that minimal impact wilderness use is more a function of stewardship, where man has a responsibility to protect and maintain wilderness values, than it is a function of legal prescription, such as those identifying man as a "visitor who must not remain." The Wilderness Act of 1964, which embodies this latter concept of "man as an intruder in nature," is extremely rigid in its management directives. The long list of wilderness use prohibitions that accompany that law do not inspire true stewardship. Minimal impact principles often involve innovative and flexible management, not the kind that can be published in the Federal Register under the shadow of narrowly defined statutory language. In this sense, we find the Wilderness Act of 1964 to be extremely out-dated when compared to the state-of-the-art in the protection of wilderness values.

I would encourage the Committee to examine the management options employed in Yellowstone's Bechler Ranger district. Dunbar Susong, the ranger in that far corner of the Park, takes seriously his duty to preserve the Park for the enjoyment of this and future generations. In the course of carrying out this duty, however, Mr. Susong uses mechanized transport, power motors, chain saws, campsite developments, and a variety of other management tools that would be prohibited in Forest Service wilderness. And yet, a trip through his corner of the Park is no less of a wilderness experience in every sense than what can be had in the heart of any statutory wilderness area. Dunbar's trick is simple--he simply knows when and where pulling a chainsaw cord can be done without disrupting the wilderness environment, and he knows when and where it cannot. It is the ability to use such a mix of management options that defines true stewardship. When Dunbar prohibits a certain wilderness use, it is not because of a regulation that forced him to; it is because such a prohibition was found to be essential to the stated goal for protecting that corner of the Park.

Consequently, we urgently recommend that the Wilderness Act of 1964 be re-examined, and possibly amended to incorporate more local management flexibility; the concept of "man as an intruder" should be stricken from the bill, and in its place the Congress should encourage a sense of stewardship over wilderness resources.

Section 308's Shortsightedness

A prime example of a statutory management requirement that is greatly inferior to local stewardship is found in section 308 of the bill under consideration. This section would require the Forest Service to accept wilderness outfitting and guiding practices that clearly are not minimal impact. The provision of permanent caches and reserved outfitter camps is archaic--there is no other word for it. Any land manager who is acting as a good steward, attempting to facilitate the most visitors with the least amount of environmental degradation, would immediately close such campsites and remove such caches. There simply are not enough wilderness lands in this nation for every person to have his own reserved camp and cache. Why should such privileges be "grandfathered" into the bill for the benefit of only a selected few. As mentioned earlier in this statement, if horse use is to continue in wilderness it must reduce its impact on the wilderness environment. There are few things that leave such long lasting environmental scars as permanent caches and campsites.

Perhaps, we see here again the flaw of attempting to surplant true stewardship of the land with a politically motivated public policy decree. In any event, we urge the Committee to strike section 308 from the bill.

Summary

In summary, based on our long history pioneering means to reconcile growing wilderness horse use with protection of wilderness values, we recommend that S. 2055 not be enacted until two issues are addressed. Those issues are as follows:

(a) The Wilderness Act of 1964 should be modernized to reflect true stewardship of wilderness lands, as opposed to rigid management prescription that leaves no initiative or innovation to those who would minimize environmental impacts, and

(b) Language should be removed from the bill which allows archaic, discriminative, and environmentally disruptive outfitting and guiding practices to continue in spite of the many competing wilderness uses that such practices preempt.

Senator McClure. Grant Walton.

STATEMENT OF GRANT WALTON, DECLO, ID

Mr. Walton. My name is Grant Walton from Declo. We run a farming operation down there in the valley.

I am reminded one day we were having a real hard time on the farm, things weren't going good, and went in and I told my wife, I said, "Dear, I need help. 'She said, "Walton, I knew that the day I married you. 'And I would like to tell Senator McClure, after hearing all the testimony, we need help. However, when I hear of more wilderness in this state where there is already five acres for every man, woman, and child, I must raise my voice in protest, because land of no use becomes useless.

Responsible off-road vehicle operators do not harm the forest and trails; instead they help keep them from disappearing. If we need to enact tougher laws for irresponsible people, let's do it, regardless of how they choose to travel through the forest. Don't punish everyone because of a few.

I believe there is a substantial amount of prejudice against ORV's and especially motorcycles on our mountain trails. Should we let our prejudice overrule our basic rights which have been earned by our taxes and our ORV funds? I will defend equally the hiker's right to be in the forest as I would the man on horseback or man on motorized vehicle. However, I don't hear this attitude coming from some of our wilderness proponents. Our policy is truly to share with all. Let's remember, it's not my land and it's not your land, but it's public land.

I have a sober question to be considered by all of us: if I can be locked out of the wilderness because someone doesn't like the noise of my motorcycle, could not other people meet the same fate because of prejudices against what a horse might leave in a trail or maybe that a hiker's dog could pose a threat to other people?

A power that can violate my rights could turn on you also. We must hang together or we will hang separately.

In conclusion, I am totally against any further wilderness in this state. Thank you.

[The prepared statement of Mr. Walton follows:]

March 10, 1988

WILDERNESS HEARINGS

My name is Grant Walton from Declo. It's my sincere hope that all these hearings will be conducted in a spirit of goodwill and friendship. We all have a common goal of proper land management which is commendable. However, when I hear of more wilderness in this state where there is already 5 acres for every man, woman, and child, I must raise my voice to protest for the following reasons:

1. Land of no use becomes **useless**.

2. Responsible off road vehicle operators do not harm the forest and trails, instead they help keep them from disappearing. If we need to enact tougher laws for irresponsible people, regardless of how they travel in the forest, let's do it. Don't punish all because of a few.

3. I believe there is a substantial amount of prejudice against ORV's and especially motorcycles on our mountain trails. Should we let our prejudice overrule our basic rights which have in this case been earned with our taxes and ORV funds? I will fight equally for the hiker's right to be in the forest, just as the man on horse or motorized vehicle. Our policy is to share with all, but I don't hear this attitude with Wilderness proponents. Let's remember, **IT'S NOT MY LAND OR YOUR LAND, IT'S PUBLIC LAND.**

I have a sobering question to be considered by all.

> If I can be locked out because someone doesn't like the noise of my motorcycle, could not others meet the same fate if prejudices are developed against what horses leave in the trail or that a hiker's dogs present a threat?

A power that can violate my rights could turn on you also. We must hang together or we will hang separately. History is rampant with examples of people who faced the cannon's fire from sources they thought not after they succeeded in taking basic rights from others.

In conclusion, I am presently against all further Wilderness Proposals. If we must compromise, I support hard release language.

Thank-you.

Grant Walton
Route 1, Box 43W
Declo, Idaho 83323

Senator **McClure**. Thayne Lever.

STATEMENT OF THANE LEVER, KETCHUM, ID

Mr. **Lever**. Senator McClure and Beth Norcross, my name is Thayne Lever and I reside in Ketchum, Idaho. I have lived in Ketchum for seven years and currently own and operate a property maintenance business.

I have come before you today to protest the McClure-Andrus Wilderness Bill, S. 2955, as lacking the integrity and foresight such a bill should have in dealing with the pristine lands found in Central Idaho's mountains. I feel the interest of myself and the majority of people using these lands would be better served by the Kostmayer Bill, H.R. 1512.

I grew up exploring most of the areas in Central Idaho under wilderness study. In particular I am on very familiar terms with the Smoky, Boulder, and White Cloud Mountains. They are and have been quite literally my back yard as I grew up. So, quite frankly, Senator McClure, I am appalled at the treatment they have received in your wilderness bill.

It would appear that in the Bill S. 2955 that wilderness boundaries in these areas have been drawn up with the off-road vehicle use as the most critical prerogative under consideration. I ask you what about elk, deer, and mountain goat habitat as a more critical consideration. The corridors you have proposed in the Boulder-White Cloud Mountains for motorized use represent important drainages within the ecosystem for these animals. In the Smoky Mountains you favor using some trails solely for motorized use, excluding nonmotorized use entirely during alternate time periods. You even go so far as to divide up Warm Spring Meadows in the White Cloud Mountains in half, even though no one can figure out how you use half a meadow. Do you intend to place a special ranger there to direct traffic around the half of meadow designated to remain in a pristine state?

Even if the numbers of off-road vehicle users in these areas were large in proportion to other uses, I would still recommend restricting motorized use because of the quality of wilderness to be found there. But I am sure someone has pointed out to you that off-road vehicle use is but a tiny fraction of the majority of use that these areas receive. Yet this small fraction has been given the potential in your bill, Senator McClure, to yield tremendously destructive effects upon these areas that have remained wilderness until now. I believe the Kostmayer bill, H.R. 1512, allows for more than enough motorized use areas while keeping in mind areas too critical to plant and animal habitat than to be made into an off-road vehicle playground.

In the poem "Call of the Wild" by Gary Snyder he writes, and I quote here, "I would like to say coyote is forever inside you. But it's not true."

Perhaps what he is saying is that the qualities that we gain from wilderness are not already inside of us but can only be found in wilderness. These are qualities we can ill afford to be without, for they are limited to the amount and quality of the wilderness we intend to preserve.

Thank you.

[The prepared statement of Mr. Lever follows:]

For the Hearing Record

Senator McClure and members of the panel my name is Thane Lever and I reside in Ketchum, Idaho. I have lived in Ketchum for seventeen years and currently own and operate a property maintenance business. I have come before you today to protest the McClure / Andrus wilderness bill S. 2055 as lacking the integrity and foresight such a bill should have in dealing with the pristine lands found in Central Idaho's mountains. I feel the interests of myself and the majority of people using these lands would be better served by the Kostmayer bill H.R. 1512.

I grew up exploring most of the areas in Central Idaho under wilderness study. Ketchum is situated within a forty five minute drive of most of the areas under consideration. In particular I am on very familiar terms with the Smoky, Boulder and Whitecloud mountains. They are and have been quite literally my backyard as I grew up. So quite frankly Senator McClure I am appalled at the treatment they have received in your wilderness bill.

It would appear in the bill S. 2055 that wilderness boundaries in these areas have been drawn up with off-road vehicle use as the most critical prerogative under consideration. I ask you what about Elk, Deer and Mountain goat habitat as a more critical consideration. The corridors you have proposed in the Boulder / Whitecloud mountains for motorized use represent important drainages within the ecosystem for these animals. In the Smoky mountains you favour using some trails solely for motorized use excluding non-motorized use entirely during alternate time periods. You even go so far as to divide up Warm Springs meadows in the Whitecloud mountains in half even though no one can figure out how you use half a meadow? Do you intend to place a special ranger there to direct traffic around the half of the meadow designated to remain in a pristine state?

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"I would like to say
Coyote is forever
Inside you.

But it's not true."

Perhaps what he is saying is that the qualities we gain from wilderness are not already inside of us but can only be found in wilderness. These are qualities we can ill-ford to be without, for they are limited to the amount and quality of the wilderness we intend to preserve.

Sincerely,

Thane Lever
Box 4003
Ketchum, ID 83340

Senator McClure. Ralph Fearnow.

STATEMENT OF RALPH FEARNOW, SILVER SAGE GIRL SCOUT COUNCIL, IDAHO FALLS, ID

Mr. Fearnow. My name is Ralph Fearnow, representing the Silver Sage Girl Scout Council, with its headquarters office located in Boise, Idaho. Remarks today concern our Girl Scout Camp Ta-Man-A-Wis located on national forest leased property in the Caribou National Forest. I refer you to Palisades Map No. 21 in the Wilderness Bill Proposal.

The proposed wilderness area boundary as currently drawn would leave camp lease area and its single access road outside the wilderness and yet essentially surrounded by wilderness. This situation, as we understand the bill, could be quite satisfactory except for these three principal concerns: Concern No. 1. Water to Camp Ta-Man-A-Wis is piped approximately one half mile down from a concrete encasement over the Long Gulch Spring. This spring is not located on our leased property. Access to the spring from the camp area is via a rather torturous road up alongside the Long Gulch Stream bed. A Forest Service special use permit bearing File Code 2710 describes the pipeline, by the way, for the water transmission from the spring to the camp distribution system. Question. Will the location of the wilderness area boundary provide maintenance access to the presently established water supply system? In any case, we propose a special area management provision that will permit motorized vehicular access to the spring pipeline for routine operation and maintenance.

Concern 2. Currently the Camp Ta-Man-A-Wis program provides organized horseback riding and hiking utilizing existing national forest roads and trails. Question. Will the new wilderness bill impose restrictions on these type of organized activity within the new wilderness that would go beyond current Forest Service management practices?

Concern 3. Camp Ta-Man-A-Wis is established by a Forest Service permit over thirty years ago to provide a programmed camping experience for girls in Eastern Idaho. To date with our understood long-term lease arrangement we have felt fairly comfortable in placing old as well as new facilities. Further, we have felt some security in knowing that the Forest Service would make an effort to provide fire protection in case of a localized forest fire. Therefore, we would welcome a statement of assurance that such alturistic pursuits as that in which we are engaged will be able to continue at least into the foreseeable future.

Thank you.

Senator McClure. Thank you very much, gentlemen, I appreciate your testimony.

If the following people would come forward, please: Willie Peck, Jim Thornburgh, Dr. Phillip Leavitt, Jean Williams, Tom Blanchard, Chris Harding, Andy Goodwin, and Steve Haims.

The remaining people on our list, and I will again go back through the list at the end to see if some of those who were not here when their names were called, to see if any of them have arrived. The remaining names on our list, including those who registered late, are Andrew Harding, Harry Bryant, Calvin Howard, Ed Wright, Randy Skidmore, Elvera Slansky, and Michael Breen. If those people are here, if they would come down to the front of the room, please.

Willie Peck.

[No response.]

Senator McCLURE. Jim Thornburgh.

STATEMENT OF JIM THORNBURGH, KETCHUM, ID

Mr. THORNBURGH. My name is Jim Thornburgh, and I live in Ketchum, Idaho. I do not support the McClure-Andrus Bill S. 2055, but I do support the Idaho Wilderness Defense Coalition Proposal H.R. 1512. Specifically, I ask for the full inclusion of the Boulder Mountains and White Cloud Mountains as true wilderness areas.

I cross-country ski in the Boulders and hike in the White Clouds, and as a geologist I can say that these are the true gems of Idaho. They need to be fully protected. I came here from Tennessee seeking some of the last of the true wilderness. Wilderness is undoubtedly one of Idaho's best drawing factors and will pay for itself economically as well as spiritually.

These mountains are American cathedrals, as well as sources of fresh water, clean air, and big game. Would you allow a motorcycle to ride down the aisle of your church? Yet that seems to be what is in the bill. People everywhere need the serenity of these wild places as the world becomes more crowded, and future generations will need them even more. Think of what the last hundred years have seen in terms of development. Think of what the next hundred will bring if development continues at the present pace. Let's leave a legacy of conservation in Idaho, not destruction. Let's not burn bridges that may be our grandchildren's only link to the natural world.

To paraphrase John the Baptist, I am but a voice crying out for the wilderness.

Senator McCLURE. Thank you.

Phillip Leavitt.

STATEMENT OF DR. PHILLIP N. LEAVITT, IDAHO FALLS, ID

Dr. LEAVITT. Senator McClure, having camped, biked, backpacked, horse packed, bicycled, and motor biked throughout Eastern Idaho and Central Idaho for the past 32 years, I have gained some small knowledge of and a great love for this area.

At my age I am not a senior citizen, I am still in practice and physically active and plan to be so for many years. The past four years I have been a member of the Idaho Falls Trail Machine Association, and I have trail biked throughout the mountains of this region. During this time I have become convinced of two very important things: No. 1. Trail bikes properly ridden on trails do not damage those trails; and, No. 2, trail bikers care about and care for our wildlands just as much as do the so-called environmentalists and conservationists.

Included in the recent wilderness proposal of you and Governor Andrus was an area on the southwest side of Palisades Reservoir known as Fall Creek, Bear Creek, and Big Elk Mountain. This area's trails are ridden by us frequently every summer. In four years I have not seen one single hiker on these trails. On two occasions I have seen two hunters on horseback scouting for deer before the hunting season. Yet these same trails may see dozens of trail bikers in one day throughout the summer and fall.

In addition, it is my belief that this area is not suitable for wilderness designation as defined in the 1964 wilderness legislation.

I ask your consideration of this matter and your aid in correcting what I believe to be a serious error made when this area was included for wilderness designation.

Thank you.

Senator McClure. Gene Williams.

STATEMENT OF GENE WILLIAMS, OGDEN SANDRAIL ASSOCIATION, ST. ANTHONY, ID

Mr. Williams. My name is Gene Williams, and I am from St. Anthony, Idaho. I own and operate the Sandhills Resort and represent that resort and recreation area and the Ogden Sandrail Association.

Approximately 75,000 people in the last ten years have come to this resort. Most have registered and most ride ORV's. I have never had one person tell me, and this includes a survey that I took in approximately 1976, that they wanted more wilderness area in Idaho. I did have every one of them on the survey tell me that they did not want any more wilderness area in Idaho.

To give you an example why that takes place, I associate with these people in the evening around campfires, I know most of them personally, at least I get to know them that way, and they tell me of all the places that they can't go any more. They can't go into Wyoming any more, some of the areas there. They can't go down the coast of Oregon much any more because that's being closed. California closed off huge areas of the state to the south of them to ORV's. Where are they going to ride next? Bruno Dunes over here by the Snake River, that's been closed to ORV. It's closing right and left right around us. So I am here to tell you that I definitely do not go along with Kostmayer's Bill of H.R. 1512. Why, if he were to start out today and go for the rest of his life, he couldn't cover every square mile of the 9 million miles he wants to put into wilderness area. And if he did, I certainly know that he wouldn't want to try it again because he'd have to be teaching his grandchildren now, probably wouldn't have the energy left to make their lunch.

I would also like to make a statement about the compromise that is made here. Some people are of the opinion that the Wilderness Act that is enacted here by Mr. McClure and Governor Andrus, which I do endorse with reservations, is the only act of wilderness that we are up against, and that is not the case. That's the only one they are up against at the present time. How many of you have talked to the BLM lately about what they are doing with wilderness areas, and if you would also note in the amendment on the Forest Management Act of 1976, it states that every ten years they are going to ask you again can we have more wilderness, and they have every right to do that according to that act.

In closing I would like to add one more thing. People on foot who come to my place never get a chance to get beyond the second dunes, it's too hot for their feet.

Now, one more little fast comment. We had an idea the other day come forth, to give an example of what's going to happen to wilderness in the future. Wilderness is not an issue at the sand dunes resort up there right now, but the whole front page of the Post Register was taken up the other day, we are going to close it because the tiger beetle was found there. A tiger beetle is not an extinct beetle any more, it was found in the highest traffic area in the dunes, which means that man is not hurting it at all.

Senator McClure. Thank you.

[The prepared statement of Mr. Williams follows:]

. My Name is Gene Williams

MERIDIAN PUBLISHING INC.

~~$1,402,300 ay Acres - Spent on Rec. in Idaho~~

1,402,300 Acres proposed Wilderness

I represent the Sandhills Resort & Recreation Area, And Ogden Sandrail Association

Approx 75,000 people in the last 10 years have Come to this resort. Most have registered and most ride ORV's. I have never had one person tell me that they would like more wilderness in Idaho. I have also never had 1 person tell me that they were going to walk far enough to enjoy the wilderness that we already have.

With a 1-3 wk vacation or 52 weekends a yr. most of the winters, It is plain to see that no one could walk in & see all the wilderness Areas that we have now, let alone the amount being added.

I have quite a few disabled people come to the resort & with out the use of ORV's would not be able to see hardly any of this area if it were locked up. I have watched millions of dollars worth of equipment come & go, & if the ORV was suddenly taken away devastation would Occur in the Idaho economy, almost over night.

I would be able to compromise with this bill if I knew that we were not going to receive request for more year after year.

Gene Williams * Account Executive * Rt 2 Box 41C St. Anthony, Idaho 83445 208-624-4127

The Sandhills west of St Anthony are not included in the proposal, but just a few weeks ago the front page of the Ida. Falls Post Register was devoted to Closing the area because the "tiger beatle" was sighted there. What they did not say was that where it was breeding was the area with the hardest traffic they had seen it in, Showing that man was not bothering it.

I live in a Migration Area for big game and find no evidence that any motorized Vichicle has any effect on the chasing of the game - except those who are doing that on purpose & they will violate the law anyway.

People on foot, find it easier to carry thin like junk food into an area, but find it easier to throw away, than to Pack it out.

I would like to correct the statement when ever I see it, that any land is "owned" by the BLM, Forest Service, or gov't Agency.

~~People on foot find~~ We are a democratic type people Operating on a majority vote & I maintain that the majority have spoken. Plea make this ~~the~~ last request for more wilderness by law.

Senator McClure. Tom Blanchard.

STATEMENT OF TOM BLANCHARD

Mr. Blanchard. My name is Tom Blanchard and I am in the construction industry. I am delighted to be here.

I want to comment on the process that's being involved here. I think you and the Governor reached out and tried to solve the problem and in doing so, in painting the picture of wilderness here, I get the impression that you handed him the rear end and you painted faster from your end, and it's made it difficult to accept this bill. I object to the basic bill in itself, and I am not going to go into specifics, but I find the management control policies too specific in many areas.

I am real disappointed with the Boulders. The Boulders fit perfectly the question of wilderness in our area and just critical to the Wood River Valley. I am real disappointed to see that. I object to some of the special privileges that have been given to commercial groups, and particularly set-asides to some of the campgrounds and things like this. I think most of all I object to the political process. The Governor took umbrage with the fact that it was secret. I won't argue with that, but it appears closed, and whether or not it was closed in your image, it does appear that way to us. And I think part of the result of that appearance of being closed is evident here today in the fact that most people are against that bill, and I think it's a disappointment that we can't take a bill into Congress that we have a reasonable compromise on. I don't think this bill is it. Personally I support the Kostmayer proposal.

Thank you.

Senator McClure. Thank you.

Chris Harding.

STATEMENT OF CHRIS HARDING

Mr. Harding. Thank you.

I am for lots of wilderness more than opposed to the McClure-Andrus Bill S. 2055, and I am not going to go into the reasons why, it's all been stated well. It's been a long afternoon.

I will say that I am in favor of the Kostmayer Bill, H.R. 1512, in that it adds a lot more acreage than your 1.4 million proposal.

Thank you.

Senator McClure. Thank you.

Andy Goodwin.

STATEMENT OF ANDY GOODWIN, KETCHUM, ID

Mr. Goodwin. Thank you for the opportunity for my testimony today. I'll be brief. I would like to begin this commentary by noting that I am now and have for a long time been astonished that our state's leaders question the need for all the wilderness protection that can be given to Idaho. It is inconceivable to me that many of our elected representatives have taken the position that more wilderness is bad.

I just returned from 2½ months in Southern California. Fifty years ago that place was, by today's standards, untouched. Today, the air is foul, the coast lines polluted, the traffic and density-related problems are epidemic. In just a few years many communities which were trying to attract new ground have changed their minds completely. Now, the byword in Southern California is slow growth, controlled growth, or no growth. The people are sick and tired of having their elected officials time after time cave in to the pressures of special interests out to make the huge buck. The people now have to see, breathe, drink, smell, and cope with the legacy of an ethic which demonstrably does not work well. That ethic says big growth is good.

The desire for big growth in Idaho is a part of what some of our leaders call the wilderness problem. In order for this growth to take place, it will be necessary to degrade more and more of Idaho's wildlands in order to furnish more and more people with what they feel is an adequate lifestyle. More roads to more timber for more houses on more land—our leaders have no problem with more—yet. Fifty years ago, the leaders in California didn't either.

I don't see wilderness as a problem. Growth advocates and the issue of growth is what we are in this room about today, see it as short-term and economic, that the land should be used to make money and that that is its highest purpose—to furnish goods and services for an ever-increasing population.

If there is a wilderness problem, it is that there is not enough of it. I don't see that the parsimonious 1.3 million acre proposal of Governor Andrus and Senator McClure is enough. I don't see that the 3.9 million acre compromise house bill is enough. I am outraged that our leaders don't have the foresight and gumption to look the matter of big growth in the face and see how it does not work, and have the courage to put wilderness designation on every acre in Idaho that qualifies for it. All of it, not one foot less.

Thank you.

[Applause.]

Senator McClure. Steve Haims.

STATEMENT OF STEVE HAIMS, GALENA LODGE, KETCHUM, ID

Mr. Haims. Senator McClure, I may have the dubious distinction to be the last one to testify here. Hopefully you will be able to listen through one more.

Senator McClure. No, we have some more.

Mr. Haims. As the owner-operator of the Galena Lodge, a cross-country ski resort located 25 miles north of Sun Valley in the Sawtooth National Recreation area, we operate under a special use permit from the U.S. Forest Service that runs for a term of twenty years. Since buying the lodge last year in May I have invested just over a half a million dollars improving the physical plant and ski trails. I believe in tourism. What I sell is fun, and people are buying it and loving it. I see local people, folks on vacation, and some just driving by. It makes me feel great that so many of them share my sentiment and knowledge that Galena is a very special place, a place rich in history as well as scenic splendor.

In the late 1800's Galena was a thriving mining town with as many as 800 residents. We can still see their coal pits and tailing piles. It's time to think in terms of generations. We cannot allow a short-sighted philosophy to ruin our natural resources. Today

Galena is once again alive, alive with people enjoying themselves in the mountains. They are what make up the tourist industry, an important part of this and other states' economies. It is one of Idaho's greatest riches, this renewable resource, this partnership with the land. Wilderness is not a forbidden, but a beautiful place that so many people come here to enjoy. And for some just knowing that it is there is enough; but for others, like myself, to get out and enjoy the land is what time off is all about.

Galena is located at the headwaters of the Big Wood River, a unique area that should be the center of this bill. From atop Galena Peak you can see much of the land that should be part of the McClure-Andrus Bill, more of the White Clouds, the Smokies, the Boulder Mountains, and the Sawtooth Completion. As I have stated, people come here every day and marvel at the beauty that attracted them here in the first place. I believe that the McClure-Andrus Bill as presented is inadequate for the purpose intended. This is the time to look at lands not included in your bill for our children's children. Let's work together to keep our tourist industry growing and give generations to come an extra special place to enjoy.

Thank you.

Senator McClure. Thank you. And thank you, gentlemen, I appreciate your testimony.

[Applause.]

Senator McClure. We have Andrew Harding, Harry Bryant, Calvin Howard, Ed Wright, Randy Skidmore, Elvera Slansky, and Michael Breen.

While they are coming forward, I have these people on our original list who did not appear and testify. I wonder if any of them have come: JoAnn Walters, Russ Thurow, Dennis Kennedy, Richard Combs, Bill Guth, Clark Collins, Gerald Oliver, Robert Franz, MaryAnn Fackrell, Norma Reese, Dave Miller, Neal Russell, Lynn Miller, Bill Worf, Floyd Fantelli, John Erickson, Evan Tibbitts, Lee Whiting, Garney Hardy, Lois Van Deuson, Bob Stevenson, Marlene Kern, Jeanne Frazier, Joanne Tokle, Jim Hayden, Dan Gerry, Zofia Skiba, Joe Dyre, Eileen Sharples, Sally Schiavone, Larry Merritt, Michael Ferguson, and Willie Peck. Mr. Daryl Harris has been added to the list.

The first witness in this group is Andrew Harding.

STATEMENT OF ANDREW HARDING

Mr. Harding. Thank you, Senator. I appreciate all the work that you have put into this bill, but I can't support it. I don't believe it includes enough wilderness. I think we have to protect all we can of what's left of the nation's, if not in fact the world's, wildlands. In the State of Idaho I guess the Kostmayer Bill, House Bill 1512, would be a more adequate compromise in my mind, saving approximately half of what's available, and that should keep most of the people happy, I believe.

Thank you.

Senator McClure. Harry Bryant.

[No response.]

Senator McClure. Calvin Howard.

[No response.]

Senator McClure. Ed Wright.

[No response.]

Senator McClure. Randy Skidmore.

STATEMENT OF RANDY SKIDMORE

Mr. Skidmore. I thank you for this opportunity. I would like to say that I am opposed to more wilderness in Idaho. I have been a resident of Idaho for about thirty years and I have been using the mountains since I was really young. It seems that each year when I go into the mountains to find my favorite spot, there are more and more roads and trails that have been closed to my access. This forces me further and further from the land that I love in the beautiful areas.

There are many people in the State of Idaho and throughout the United States that if this land is made wilderness, it will be shut out, and specifically elderly people and young people. The wilderness provides a park for Forest Service and for fish and game officers, those who can be paid to see our beautiful state, paid, I might add, by our taxes. It also makes a place for backpackers and those select few who are rich enough to fly in or hire a special guide service to take them into our finest big game hunting areas. This, in effect, puts a price on the head of every big game animal in these areas.

Incidentally, the fish and game last year did auction off some big game permits.

I have a young family, and I wish very much that I can show them the State of Idaho early while they are young and to instill in their minds how important it is to save this land. It is important that they see it while they are young, not to wait until they are 25 and then they can backpack in.

Last year we took a ride up to the Big Elk Mountain area, and this is in the Palisades area. We saw elk, deer, and moose. This is a true choice experience, one that we could not have shared if this were wilderness. Our four-wheel drive would not have been permitted in the area that we were in.

The environmental groups have called our state's residents vandals, and I suggest that their blind lock and key approach is what is going to be the ruin of our state and not a few ORV's on designated trails and snowmobiles in the winter.

In closing, I think that the environmental groups should be thankful that the additional 1.4 million acres in the state are considered for wilderness. I recommend that the bill omit the 6 million acres held in reserve so that we can put the wilderness issue to rest. I can see that you have spent a lot of effort on this bill and that you have looked long and hard at the uses that these lands use. I support the bill with the one million acre exclusion and some of the others that have been voiced here today, because I think it is a reasonable compromise.

Senator McClure. Elvera Slansky.

STATEMENT OF ELVERA T. SLANSKY, IDAHO FALLS, ID

Ms. **Slansky**. I am a native of Idaho. I am Elvera Slansky of Idaho Falls. I wish to summarize my objections to the proposed Bill S. 2055, the Idaho Forest Management Act, and to suggest a replacement:

1. In S. 2055 I object to combining legislation for a Wilderness Act with legislation for general management practices for the U.S. Forest Service lands.
2. The bill is grossly slanted toward imminent development of the public roadless forest lands. 1.4 million acres of new wilderness is scarcely a middle of the road position or a compromise.
3. The bill is too concerned in negating existing laws. It overrides the laws on which the great wilderness system of our nation has been formed.
4. The bill provides for unnecessary use of ORV's in connection with wilderness areas.
5. The bill ignores the long-term need for preserving pristine land for future generations.
6. The bill omits the vital role of wilderness as a key feature in the development of recreation and tourism in Idaho.
7. The special treatment of outfitters, their camps and their management is unacceptable.

I recommend a bill which is an Idaho Wilderness Act, one which has an area of 4 million acres as outlined in the Idaho Wildlands Defense Council's plan. The substance of the Council's plan has been incorporated in House Bill 1512 by representative Kostmayer. The bill should minimize the use of special management areas. And finally I believe that the bill must be directed to the needs of the Idahoans of the second centennial of this state.

Thank you.

Senator **McClure**. Michael Breen.

STATEMENT OF MICHAEL BREEN, HAILEY, ID

Mr. **Breen**. My name is Michael Breen and I live in Hailey, Idaho. I do not support the McClure-Andrus Wilderness Bill. I do support as a starting point for maybe a compromise the Idaho Wildlands Defense Coalition proposal, the Kostmayer Bill. I feel the McClure-Andrus Bill does not adequately protect many of our state's unique resources, wildlife, and undeveloped areas. We need to protect whole ecosystems, not just arbitrary sections.

To say that only 1.3 million acres out of 9.3 million acres of roadless areas are worthy of wilderness designation is poor judgment and shortsighted.

I have spent many enjoyable hours and days in the White Clouds, Pioneers, Boulders, and Smoky Mountains. These areas are very important to me. Throughout our state there are many places that are good for our soles and need special attention. They are places of peace and wonder, where we should only leave our footprints. To allow these areas to vanish would be a great betrayal to ourselves, our children, and to those who come from around the world to visit our state. These lands in question belong to all of us.

I think we all need to be more conscientious in our decisions, especially ones of this impact. What we do and how we live our lives affects everyone else. We need to recycle, reuse, reduce wastes and minimize our individual impacts to the earth.

The Forest Service wouldn't have to build so many new roads into our forests and log them if there was more of an emphasis on conservation in this country. According to Earth Care Paper Company, and I quote, producing one ton of paper from discarded waste paper uses half the energy, half the water, results in 74 percent less air pollution and 35 percent less water pollution, saves 17 trees, reduces solid waste going to landfills, and creates five times more jobs compared to producing a ton of paper from virgin wood pulp.

We need new approaches in our resource use.

A friend of mine whom I met for the first time backpacking in the Sawtooths lives in Cleveland, Ohio. He works in a factory and receives a three-week vacation each year. During the summer he spends much of his free time visiting our state. He has told me many times how his vacation each year in our state sustains him emotionally and spiritually through the year. How many other people are like my friend Paul? We all need places like Idaho to find peace and know more about ourselves.

Senator McClure. Thank you very much.

Daryl Harris.

STATEMENT OF DARYL HARRIS, IDAHO FALLS, ID

Mr. Harris. Thank you, Senator. My name is Daryl Harris. I was born and raised in Idaho, lived here all of my life, live now in Idaho Falls.

As a young boy my father was always taking me on camping trips and hiking trips and horseback riding trips into the mountains. I have continued that with my family. We enjoy Idaho, we love it very much and we use it in very many ways: Hiking, horseback riding, snowmobiling, trail biking, camping, and we hope in the future to be able to use many of the great areas that I have seen, that I can continue to show it to my children. I am a supporter of the multiple use concept so that Idaho families can continue to enjoy these areas, as I have done and have been taught to do. I do not support the Kostmayer Bill. I would like to see a good compromise worked out that would not harm any of the recreational groups who use the area wisely and prudently.

I visited the White Clouds area extensively last summer, and I did a lot of boating and hiking and trail biking, and I agree that it is a valuable resource for our state, but I think it's one that we could use on the multiple use concept. In riding my trail bike, I didn't see any damage at all. The trails were in super shape. We saw a few other bikers. It certainly is not over used. We didn't see any hikers on the trail on the days that I was there.

I also would like to tell of my support of the amendment that the West Yellowstone people are proposing. I have snowmobiled up there extensively and I know it's just a few minor adjustments that we could make that would accommodate that use and still enjoy the areas that people have been enjoying there for several years.

I appreciate your position and the many hours that you have spent on this and pledge my help and support in any way to help make the compromise work.

Senator **McClure**. Thank you very much. Thank you, Ms. Slansky and gentlemen, I appreciate your testimony.

That concludes all those that we have on our list and any who have registered. Are there any others in the room who desire to testify who have not done so already?

[No response.]

Senator **McClure**. If not, that will close the hearing today. We will continue tomorrow morning at 9:00 in Boise.

[Whereupon, at 6:45 p.m. the hearing was recessed, to reconvene March 11, 1988 in Boise, ID.]

[Committee note.—Due to the voluminous nature of materials submitted for the record all additional statements and letters have been retained in subcommittee files.]

IDAHO FOREST MANAGEMENT ACT OF 1988

FRIDAY, MARCH 11, 1988

U.S. Senate,
Subcommittee on Public Lands,
National Parks and Forests,
Committee on Energy and Natural Resources,
Boise, ID.

The subcommittee met, pursuant to notice, at 9 a.m. in the Les Bois Room of City Hall, Hon. James A. McClure, presiding.

OPENING STATEMENT OF HON. JAMES A. McCLURE, U.S. SENATOR FROM IDAHO

Senator McClure. Good morning.

I will not take the time this morning to make any statement about the issue, but I do want to at least outline what our process will be.

I did make a statement yesterday as we opened the hearings, and anyone who is interested can get copies of that statement.

We have the morning divided into a group of panels. The panels represent elected officials or organizational spokesmen.

We will first hear from state legislators, and then a panel of county commissioners, mayors and councilmen.

The second panel will be spokesmen for organizations from the environmental community.

On the third panel, we'll hear from certain resource user groups.

The fourth panel will be a group of recreation users of the public lands.

And the fifth panel will be natural resource industry organizations. That will occupy the morning.

We will limit the statements of those who are appearing in the panels to not more than five minutes. Of course, their entire written statements will be made a part of the record. Those printed records will be read and considered by the committee as we deliberate this matter in Washington, D.C.

This afternoon, after a very brief break for lunch, and I do emphasize brief, we will turn to those individuals who have indicated a desire to appear and testify.

While I realize there's no such thing as an error-free office, and I don't suggest my office never makes mistakes, we have attempted to put people on that list in the order in which they called or contacted the office to request the opportunity to appear.

We have 135 people that have registered as of noon yesterday. We'll hear those 135 people this afternoon.

It is necessary, because of the numbers that are involved, to limit the length of those statements to two minutes. The entire statement will be made a part of the permanent record and members of the committee will have the opportunity to read the entire record.

So I invite witnesses to remember that two minutes goes very rapidly, and that you have to summarize your thoughts very quickly. So move to the points you wish to make and get those points made quickly because there will be a bell ring and a light come on more rapidly than you can imagine.

With that, if I could yield just for a moment to my colleaque from the Senate, Steve Symms. But before doing that, I'd like to indicate that I'm delighted to have the Governor with me again today. He spent the day with us in the hearings yesterday, and that's a necessary and a very valuable part of the public discussion of a proposal that he and I put together after months and months of talking, discussing, trying to find out what the appropriate compromise might be.

Before yielding to Steve, let me yield to the Governor for whatever statement he might make. I do that deliberately because yesterday morning it was the other way around. I first yielded to Steve Symms and then to the Governor. So I'm trying to balance that out.

STATEMENT OF HON. CECIL D. ANDRUS, GOVERNOR, STATE OF IDAHO

Governor **Andrus**. Well, Senator, thank you very much, sir. Yesterday that gave me the opportunity to rebut. Today I'll step out on that ice first.

But I would like to express my appreciation to you, Senator, and to the Chairman of the subcommittee, Senator Bumpers, for permitting me to sit in and listen to the comments that are made and testimony against, for and maybe on this piece of legislation.

Very quickly, ladies and gentlemen, permit me to say that when you deal with public lands, it is an entirely different situation. If we're dealing with our own lands or private lands, we know what we can do. We can do anything we choose as long as we do not adversely impact our neighbors.

But everyone wants to use the public lands, whether it be for mining, for timber, for grazing, for recreation, for hunting, for fishing or for even just the opportunity for some solitude to lean back on a hillside and watch a white cloud drift across a blue sky. Each and every one of those uses is a legitimate use of the public lands.

Then we have to decide that they're not all compatible. So therefore, we have to decide which areas will in fact be utilized and protected and which will be open for other purposes.

Let me just say that if we had attempted, Senator McClure and myself, to draft a plan that was acceptable to the conservation and hunting and fishing community, it would not have been this plan.

Had we attempted to draft a plan that would have been supported by the forest industry, it would not have been this plan.

It is a compromise to attempt to bring about a resolution of a very divisive issue that's been with us for too long a period of time.

And I will just make one other point, Senator, and then conclude.

I've had friends say to me, well, why are you pushing this? Ladies and gentlemen, I see it that if we do not resolve it ourselves, then it's very possible that there will be litigation brought against a forest plan, and a federal judge will resolve what we should have done ourselves here in the State of Idaho.

If there is not a wilderness bill, then the Forest Service--and I disagree with the Forest Service in this regard. They are saying that those lands and the roadless area that they do not propose for inclusion into the wilderness plan will be open for timber harvest. And I disagree. But they, just as sure as we sit here, will in fact propose a timber sale, and there will be a litigation. And then we'll probably be asking for an injunction to stop that sale, and then we're into the federal courthouse.

Now, to my friends in the conservation community, I would say, keep in mind what this will do. This will turn and put the pressure for timber harvest onto those areas that are already roaded. And I'm fearful that this will compound the problem we have with water quality and other situations and do irreparable harm to those areas that are already roaded.

So the Senator and I tried to work out a compromise. Yesterday there was no compromise in the audience, as I saw it in Idaho Falls. The people were—they were all for this side or all for that side. And I submit to you that that's not going to bring about a resolution. But it will speed up the federal intervention into it, and that's why we're here. So, again, thank you, Senator, for permitting me to sit in and listen to the hearings.

Senator McClure. Thank you very much.

And to my colleague from the Senate, not a member of the committee, but a valued friend and colleague and the junior senator from Idaho, Steve Symms.

STATEMENT OF HON. STEVE SYMMS, U.S. SENATOR FROM IDAHO

Senator Symms. Thank you very much, Mr. Chairman, and Governor.

I appreciate the chance to be here again this morning. And I have been one—and I'd say to the audience, that you have not heard me criticize either the Governor or Senator McClure for their efforts to try to resolve this thorny issue.

Now, it just happens that philosophically nine out of ten times I'm in agreement with Jim McClure on most of the things that we do. And it's not a surprise, probably, to the Governor or others that some of the time I'm not in agreement with the Governor's point of veiw.

But I do think both of these two gentlemen have worked very hard to try to come up with a solution. And I know that Jim has had a lot of hide peeled off of him, and the Governor off of him, from their respective support base groups because people are dissatisfied with the bill.

And I kidded the Governor last night on the plane coming back to Boise that I heard that he and Jim had paid four witnesses, and they came in and testified for the bill right at the end of the day so they didn't have everybody against them.

But it's highly polarized. And it's an issue that's very difficult to solve. And I have been jumping on Jim—I'll be very honest with the audience here. He knows this—about the release language. Because my question has been to the people that testify, and I hope that we'll talk about this, what is in it for the working men and women in Idaho? What's in it for them?

If we in fact put some more land in wilderness, will we in fact then get the other lands put in the multiple-use management concept?

I can't believe that Gifford Pinchot, who was the first well-known conservationist in this country, ever intended that we were going to have big tracts of land that we applied the concept of the 1964 Wilderness Act to where we would try to manage lands and keep man out. Gifford Pinchot thought that man was an important integral part of nature and of the environment.

And that's the problem that I have with the whole idea of any more land in wilderness. But I'm not above compromising if we really got something back out of it.

And I just want to make a couple of points because I know that they want to get on with the hearing.

But I went back through the Congressional Record in 1964 when the issue was debated and Senator McGovern and the late Senator Hubert Humphrey pushed the Wilderness Act through the U.S. Senate.

In opposition in the debate was Barry Goldwater from Arizona and Len Jordan from Idaho, our own senator. The bill passed. And they argued against it, but the concept of the bill—And just as a little note of history and interest, when President Johnson signed the bill on September 3rd, 1964, that was one of five bills he signed that day. The other one was a bill entitled to authorize $53-million worth of construction of a dam on the lower Teton River in Fremont County, Idaho.

So in my opinion, that may well be the day that's the most infamous day in Idaho history that those two bills were signed.

And most people today are not aware of what the debate was about when the Wilderness Act passed. But the philosophical meaning of wilderness is that we want to have an area where the earth and its community of life are untrammeled by man, where man himself is a visitor and does not remain.

And I would like to ask unanimous consent, Mr. Chairman, to insert at this point in the record the Forest Service statistics on visitor days in the national forest system and in the wilderness area.

Senator McClure. It is so ordered.

[The information referred to follows:]

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

RECREATION USE OF THE NATIONAL FORESTS

VISITS (THOUSANDS) CALENDAR YEARS 1924 - 1964							
CALENDAR YEAR	CAMPGROUNDS	WINTER SPORT SITES	OTHER SPECIAL USE	OTHER DEVELOPED SITES	WILDERNESS/ PRIMITIVE	OTHER DISPERSED	TOTAL
1924	1,588.5	-.-	1,200.3	1,871.5	-.-	-.-	4,660.3
1925	2,130.0	-.-	1,405.5	2,086.7	-.-	-.-	5,622.2
1926	2,056.7	-.-	1,584.1	2,403.4	-.-	-.-	6,044.2
1927	1,845.7	-.-	1,667.5	2,623.6	-.-	-.-	6,136.8
1928	1,845.7	-.-	1,767.1	2,937.5	-.-	-.-	6,550.3
1929	1,903.0	-.-	2,172.6	3,056.5	-.-	-.-	7,132.1
1930	1,980.7	-.-	1,657.5	3,272.7	-.-	-.-	6,910.9
1931	2,193.9	-.-	2,115.0	3,765.0	-.-	-.-	8,073.9
1932	2,178.2	-.-	1,668.8	4,048.8	-.-	-.-	7,895.8
1933	2,219.8	-.-	1,589.8	4,355.9	-.-	-.-	8,165.5
1934	2,343.1	-.-	1,627.5	4,610.2	-.-	-.-	8,580.8
1935	2,395.7	-.-	1,996.6	5,326.0	-.-	-.-	9,718.3
1936	2,421.3	-.-	2,548.1	5,811.7	-.-	-.-	10,781.1
1937	2,836.0	-.-	3,022.7	5,973.9	-.-	-.-	11,832.6
1938	3,181.8	-.-	3,685.5	7,627.9	-.-	-.-	14,495.2
1939	3,157.5	1,289.2	2,866.0	7,019.2	-.-	-.-	14,331.9
1940	3,583.1	1,538.4	3,109.9	7,931.5	-.-	-.-	16,162.9
1941	3,349.9	1,519.1	2,763.2	5,819.0	87.1	4,466.6	18,004.9
1942	1,771.3	993.9	1,676.0	3,300.6	55.6	2,609.8	10,407.2
1943	1,095.2	266.8	1,039.4	2,050.4	43.2	1,779.6	6,274.6
1944	1,246.8	287.4	1,262.5	2,051.1	50.0	2,254.2	7,152.0
1945	1,814.9	527.3	2,053.5	2,729.4	74.5	2,874.5	10,074.1
1946	3,055.1	1,249.2	3,384.8	4,458.7	144.4	5,948.4	18,240.6
1947	3,518.1	1,725.7	2,969.0	5,262.6	194.1	7,661.3	21,330.8
1948	3,424.1	2,284.9	2,826.4	6,682.2	213.4	8,579.8	24,010.8
1949	3,837.0	1,712.6	2,931.1	7,659.2	243.6	9,696.7	26,080.2
1950	3,858.8	1,504.6	2,983.2	7,577.6	245.8	11,197.8	27,367.8
1951	4,140.9	1,929.3	3,248.2	8,669.3	312.4	11,650.1	29,950.2
1952	4,528.0	1,758.1	3,731.9	9,515.9	386.7	13,086.3	33,006.9
1953	4,810.2	1,944.2	3,910.2	10,335.9	408.3	13,994.1	35,403.0
1954	5,806.1	2,362.4	4,490.8	11,467.8	395.8	15,781.0	40,303.9
1955	6,796.7	2,977.2	4,749.6	12,418.3	462.1	18,308.9	45,712.8
1956	7,205.0	3,040.5	5,688.4	14,667.2	448.3	21,506.7	52,556.0
1957	8,352.4	3,158.7	5,709.5	16,138.5	534.6	27,063.8	60,957.5
1958	9,324.7	4,127.0	5,692.4	17,845.2	556.1	30,904.1	68,449.5
1959	9,955.8	4,134.1	6,223.8	19,283.3	564.7	41,309.3	81,521.0
1960	10,878.0	4,706.8	6,440.7	19,800.8	614.3	50,153.9	92,594.5
1961	11,835.1	4,478.3	7,235.3	20,456.8	756.7	57,150.3	101,912.5
1962	12,940.9	5,575.8	8,136.3	21,283.6	815.2	54,010.4	112,762.2
1963	13,562.5	6,677.6	7,306.8	21,575.4	937.1	72,522.6	122,582.0
1964	14,152.1	7,911.8	8,185.3	21,476.9	973.8	81,062.4	133,762.3

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

RECREATION USE OF THE NATIONAL FORESTS

VISITOR-DAYS 1/ (THOUSANDS) CALENDAR 1965 - PRESENT							
CALENDAR YEAR	CAMPGROUNDS	WINTER SPORT SITES	OTHER SPECIAL USE	OTHER DEVELOPED SITES	WILDERNESS/ PRIMITIVE	OTHER DISPERSED	TOTAL
1965	34,040.0	5,481.6	19,914.0	9,433.0	4,522.1	84,350.9	160,336.1
1966	32,664.1	4,842.6	18,186.1	8,182.2	4,790.7	82,063.2	150,728.9
1967	30,230.7	5,102.3	17,662.3	7,879.5	4,690.1	84,082.2	149,647.1
1968	30,665.1	5,564.0	18,500.3	7,742.5	5,056.2	89,137.2	156,665.3
1969	31,669.6	5,661.8	18,186.7	8,222.2	5,071.9	94,025.9	162,838.1
1970	34,562.3	6,478.8	17,716.9	8,897.2	5,842.8	99,056.5	172,554.5
1971	35,731.7	6,961.7	17,572.5	9,396.3	8,103.6	100,343.7	178,109.5
1972	36,079.5	6,520.6	17,442.8	9,590.2	6,459.4	107,865.8	183,958.3
1973	35,965.2	8,290.0	16,681.0	9,764.1	6,681.7	110,792.6	188,174.6
1974	35,677.9	7,722.0	17,103.4	9,455.0	6,743.2	116,214.3	192,915.8
1975	37,721.2	8,921.3	17,640.9	10,781.5	7,802.0	116,333.9	199,200.8
1976	37,134.9	7,143.7	17,395.4	11,458.9	7,105.6	119,689.6	199,928.1
1977	37,554.3	6,970.3	16,946.4	12,305.0	8,008.3	123,013.1	204,797.4
1978	39,606.9	10,601.0	16,710.3	12,712.3	8,619.9	130,243.9	218,494.3
1979	39,085.2	12,839.7	17,201.1	12,735.3	9,604.9	128,699.4	220,165.6
1980	40,276.2	13,549.7	17,444.5	14,341.1	9,267.8	138,670.0	233,549.3
1981	41,227.5	10,590.6	17,083.3	15,980.4	11,416.8	139,410.6	235,709.2
1982	38,793.9	13,343.9	17,281.4	14,909.0	11,158.1	137,951.2	233,437.5
1983	35,669.5	13,729.4	16,998.5	14,590.2	9,909.3	136,810.9	227,707.8
1984	36,151.4	13,920.4	16,755.6	15,431.7	10,209.3	135,085.5	227,553.9
1985	34,445.5	15,905.4	16,822.0	14,749.2	12,734.4	130,750.8	225,407.3
1986	34,949.6	14,942.7	17,455.5	15,033.1	12,014.7	132,137.1	226,532.7

1/ Recreational use of National Forest land and water which aggregates 12 person-hours. May entail 1 person for 12 hours, 12 persons for 1 hour, or any equivalent combination of individual or group use, either continuous or intermittent.

Senator SYMMS. And what it shows is that the wilderness proposal has been very effective at accomplishing what they set out to do. They're keeping man out. In fact in the last decade, wilderness visitor days have never risen above five and a half percent of all national forest recreation. In fact the latest statistics show that in spite of large increases in total wilderness acreage, recreational use of wilderness actually declined six percent in 1986.

During the same time, campground-developed sites and special-use recreation all increased. Of the Forest Service's six main classifications of recreation use, wilderness usage has been dead last in every year since 1964.

The regulations that accompany wilderness designation make it very clear that the intent of wilderness is not to provide recreation.

And Mr. Chairman, this was prepared by Trent Clark of my staff, and they're available for people out here. It says: "Do you know what the wilderness is?" And then in print says: "Betcha don't." And that's a shock, even to me, to read what you can and can't do in a wilderness. And I would ask unanimous consent that that be inserted in the record.

Senator MCCLURE. It is so ordered.

[The material referred to follows:]

Do you know what wilderness is? Betcha don't!

DESIGNATED WILDERNESS IS GOVERNMENT LAND THAT HAS BEEN PLACED BY CONGRESS UNDER THE MANAGEMENT PRESCRIBED BY PUBLIC LAW 88-577, THE WILDERNESS ACT OF 1964. THE REGULATIONS UNDER THAT ACT INCLUDE THE FOLLOWING:

> **Any person who knowingly and willfully violates wilderness regulations is subject to arrest, conviction and punishment by a fine of not more than $1,000 or imprisonment for not more than 12 months, or both.** 43 CFR 8560.6

RECREATION

Recreation activities may be restricted or entirely excluded. 46 FR 185, I.C.2

Recreation and visitor use may be controlled through either direct or indirect methods. Indirect methods include (46 FR 185, III.A.1.a):

(2) Obliteration of campsite improvements.

(5) Minimizing the promotion of an outdoor experience in wilderness.

(6) Rerouting primary transportation away from major destination areas.

(7) Use of built-in frictions or obstacles, such as keeping roads at low standards.

Direct methods of controlling visitor use of wilderness include (46 FR 185, III.A.1.b):

(1) Regulating the use of saddle horses and/or pack stock.

(3) Requiring permits for specific areas or time periods.

(4) Reducing the number of people in parties or the number permitted to stay overnight at specific locations.

(5) Limiting total number of users.

(6) Restricting both private and commercial canoe/boat beaching.

No facilities or improvements will be provided for the comfort and convenience of the visitor (46 FR 185, III.A.2). Facilities for the convenience of visitors are not compatible with preservation of wilderness character and therefore will not be provided in wilderness areas (46 FR 185, II.B.4). Existing improvements or facilities not specifically provided for in the regulations will be removed. 46 FR 185, III.A.2

Existing trails and trail systems will be evaluated to determine if they are the minimum necessary to meet wilderness management objectives. **Trails may be closed** as a result of the evaluation. 46 FR 185, III.A.2.a.(2)

Trails will not be more than two feet in width. 46 FR 185, III.A.2.a.(3)

Bridges will be provided only when no other route or crossing is reasonably available. 46 FR 185, III.A.2.a.(4).(a)

Signs will not be placed within the wilderness for the convenience of the user. Informational or interpretive signs will not be used to mark streams, lakes, mountain peaks, passes, or points of interest. 46 FR 185, III.A.2.

Camping will be regulated as follows (46 FR 185, III.A.2.c):

(1) Camping is prohibited near lakes, streams, trails or other natural attractions.

(2) Shelters or lean-tos will not be constructed.

(3) Garbage may not be buried.

(4) Improvised camp structures constructed by visitors will not be permitted.

Contests, such as tests of physical endurance, foot races, canoe or boat races, competitive trail rides, survival tests, etc., shall not be permitted in wilderness areas. 46 FR 185, III.A.4

TIMBER AND FIREWOOD

Trees, shrubs, and other vegetative products will not be sold or cut for nonwilderness purposes (46 FR 185, III.C.1). If campsites or cooking fires are permitted, fuelwood cutting will be limited to dead and down material. 46 FR 185, III.A.3

HUNTING, FISHING, AND TRAPPING

Hunting, fishing and trapping may be regulated or discontinued if found to be inconsistent with preservation of an area's wilderness character. 46 FR 185, II.B.1.a

Habitat manipulation is only allowed to enhance wilderness values, and not to optimize habitat needs of any single wildlife species. Prescribed burning will not be permitted to improve wildlife utilization. 46 FR 185, III.D.2

Fish-stocking of streams may be limited if likely to increase visitor usage. 46 FR 185, III.D.4

Commercial trapping will not be permitted. 46 FR 185, III.D.5

GRAZING

Stock grazing restrictions may be used to achieve wilderness visitor management. 46 FR 185, III.A.1.b.(6)

Permits for livestock operations will be issued only in areas where grazing was established at the time the wilderness was designated. 46 FR 185, III.H.1.a

Livestock numbers or animal unit months (AUMs) may be limited if shown to have an adverse impact on wilderness values such as plant communities, primitive recreation, and wildlife populations. House Report 96-1126 as cited in 46 FR 185, III.H.1

MINING

Subject to valid rights existing as of December 31, 1983, wilderness lands are withdrawn from all forms of appropriation under the mining laws. 46 FR 185, III.I.1

CULTURAL AND NATURAL RESOURCE MANAGEMENT

Archeological and historical sites will be subject to the forces of nature. Such sites will not be excavated, stabilized or improved for interpretation. Sites or structures not qualified for the National Register of Historic Places may be removed or obliterated. 46 FR 185, III.B

Reforestation, in the absence of natural vegetation, will generally be prohibited. 46 FR 185, III.C.4

Insect and disease outbreaks will not be artifically controlled (46 FR 185, III.E.2). Rodents shall be exempt from control programs. 46 FR 185, III.D.6

Fire, insects, and disease will be allowed to play a natural role in wilderness ecosystems. 46 FR 185, II.B.1.a

Tools, equipment, or structures used in wilderness management will always be the minimum necessary. 46 FR 185, II.B.3

GENERAL PROHIBITIONS

The following is prohibited in wilderness (43 CFR 8560. 1-2):

a. Comercial enterprises;

b. Temporary or permanent roads;

c. Aircraft landing strips, heliports, or helispots;

d. Use of motorized equipment, motor vehicles, motorboats or other forms of mechanical transport.

> NOTE: Mechanical transport is defined as: (1) any device for transporting personnel or material with wheels, tracks, or skids, or by flotation, for traveling over land, water, or snow, and is propelled by a nonliving power source contained or carried on or within the device, or (2) a bicycle or hang-glider.
> 43 CFR 8560.0-5 (d)(2)

e. Landing of aircraft (low over-flight is not specifically prohibited but should be discouraged - 46 FR 185, III.K.12);

f. Dropping of materials, supplies, or persons from aircraft;

g. Structures or installations, including motels, summer homes, stores, resorts, organization camps, hunting and fishing lodges, or electronic installations;

Also prohibited in general are:

i. violating any order or regulation of an authorized officer.

j. entry into or use of wilderness areas without a permit where such permits are required by an authorized officer.

GENERAL REGULATORY AUTHORITY

An authorized officer may require permits for any use of wilderness, not limited to camping, campfires, and recreation livestock grazing, and may issue written orders to close or restrict the use of lands and water surfaces. 43 CFR 8560.1-1

Prepared by the Office of Senator Steve Symms.

Citations are from U.S. Dept. of Interior regulations. FR=federal register, CFR=code of federal regulations.

Senator SYMMS. Now, just for example, people probably don't know, you can't have foot races, test physical endurance, canoe or boat races, competitive trail rides and survival tests are not allowed in the wilderness area.

Federal regulation prohibits any facility or improvement in the designated wilderness for the comfort or convenience of visitors. It prohibits any facility improvement in designated wilderness for comfort or convenience. In fact, Item a.(6) of the federal regulation, wilderness regulation suggests that the federal land managers reroute primary transportation away from popular tourist attractions.

I don't think most fishermen in Idaho realize that a potential increase in the number of fisherman in an area if a stream is stocked and it makes it better fishing, it may prevent the stocking of the stream to improve the fishing because then more people will go there to fish.

You can't use a hang glider or a bicycle in a wilderness area. The "man-apart-from-nature" concept is to—the purpose of it is to keep people out. And we should not be misled on that.

I believe that these lands are for people to use, and we should encourage the Multiple-Use Act and the use of these lands for the working men and women of this state.

But to try to summarize what I have said, I do think that Senator McClure has put some things in that bill that allow for more use in a wilderness area than has ever been known in other bills. Now, I hope that those things can stay in the bill. And I pledge to try to support to keep them in the bill.

The question will be if the Peter Kostmayer of the world in the Congress or the House of Representatives will leave them in the bill. And I think that's going to be determined on whether or not this legislation can survive.

The concept of the Wilderness Act totally runs against the grain of Idaho cattlemen, of Idaho sheepmen, of timber producers. It just doesn't allow for people to use those lands for grazing and so forth in the same fashion that the multiple-use concept does. So people who make their living in the timber industry, they run into the same conflict.

Governor Andrus made a very good point, and I have to say that I understand that point. If we don't get the use of the other seven and a half-million acres of this nine-million acres of land and start roading it and developing it, it puts enormous pressure on the lands that are now already classified for multiple use.

That's why I say that I think we should be careful in saying that the whole effort to try to solve the problem is not an effort that they deserve some credit for trying to take some heat and get it solved.

I wish we could get a better bill out of it. I find myself with those people that testify against the bill. I'm just fearful, and I wish people would address this that are in the timber industry, particularly; and that is, how many mills do we have to close if we go through the forest planning process and we don't get the issue solved because of extended litigation and the court costs? And how many jobs will be lost from that alternative? Because I do think that's the alternative.

I also said yesterday, and I'll say it again here because this is a different audience, that the Senator and the Governor got a lot of criticism for keeping others out of the negotiations.

I would only remind everybody here in the audience that we have tried to have everybody involved in the negotiations over the years and have not been very successful. And I am not critical of them for trying to work out a solution.

My idea of what a compromise is is somewhat different than this. And I would just say again that I welcome the opportunity to hear the people of Idaho speak on this. And I hope that you'll address that one question, what's in this Bill for the working men and women in Idaho? And that's most of the people in this state that I know, work for a living through one endeavor or another. They don't have unlimited time and money to go walk into an area that is supposed to be kept untrammeled by man and only be an occasional visitor.

So with that in mind, I thank you again, Senator, for letting me be here.

I would like to still see the bill have better release language. It may not be possible to have better release language. Without it, I'm afraid there's nothing in it for the working men and women in Idaho because I don't know whether we really ever will get the seven and a half-million acres out in multiple-use concept as Gifford Pinchot would probably want us to do.

Thank you very much.

Senator McClure. Thank you, Steve.

I think the thing the Governor and I attempted to do, and Steve has touched on, is to find a compromise that has a balance between resource uses. A balance between the conflicting demands upon the public lands in a form that meets the tests, the several tests that have to be applied: What's good for the people of this state, and what's good for the communities in this state, and what meets the test of national interest.

Because it is a balance between conflicting demands. It is a very highly subjective judgment as to what is the appropriate balance.

And that's what these hearings are about, is to solicit from the witnesses their response to that question, what is the appropriate balance? What kind of compromises should be struck?

And in that vein I would ask witnesses, if indeed they can, to include in their statements not only what they want, but what they're willing to give. Because any bill that will be worthy of the name and that has the chance of passing, will demand that everyone give something. It is impossible to write legislation in which everyone gets their own way. That simply can't be done.

So we're trying to find out what is the appropriate give and take between the several groups. Give and take. Not just take and take.

Now, with that, let me call first the state legislators who have indicated their desire to testify here today.

Senator Gail Bray, Representative Ken Robinson, Frances Field. And I wonder if they can take the seats at the table up here.

I would hope that each have prepared statements, and that you give the copies of the prepared statement to the staff so they'll make it available to us and to the reporter.

And while they're taking their places—is Ken Robinson here? I didn't see Ken come in.

The first panel following this will be county commissioners, mayors and councilmen. And I wonder if we can ask them to come up and take seats in the front row over here so we can move quickly into panel number one following the legislators' statements. Those are: Mr. Alan Reynolds from Blaine County, Commissioner Buck Ward of Lincoln County, Commissioner Dick Bass of Owyhee County.

There's Arlene Kolar, Clerk of Boise County, Mayor Larry Young of Ketchum and Mayor Ruth Lieder of Sun Valley.

Our first witness, Senator Gail Bray.

STATEMENT OF GAIL BRAY, IDAHO STATE SENATOR

Senator **Bray**. Good morning.

My name is Gail Bray, and I represent District 19 in the Idaho State Senate. And I really appreciate the opportunity to testify early here today.

During my six years in the Idaho Senate, I have talked with many thousands of residents living in my Boise district. My husband Chris and I have met these people through door-to-door visits and in numerous public meetings. And there is no doubt that my constituency has a deep interest in outdoor recreation and wildlife conservation. They value quick access to backyard roadless land in the Sawtooths, the Boise and the Payette National Forests.

I also represent a large number of corporate leaders and employees whose livelihood depends upon access to timber and mining resources. However, I understand that on the Boise Forest this bill will have no impact whatsoever on timber cuts and availability.

There are 6,000 miles of existing roads on the Boise Forest and more will be built in the future. It would seem that the mining and timber industry constituents should not be concerned about this bill's impact on their Boise Forest operations.

On the other hand, constituents worried about wildlife, watershed and recreation do have some concerns about the impact of Senate Bill 2055 on the Boise Forest.

As of a month ago, we learned that the Boise National Forest draft management plan would recommend wilderness for the entire Tenmile West and Red Mountain areas. However, Senate Bill 2055 cuts both of these areas in half.

I would instead recommend that this bill be amended to include these two popular areas in their entirety.

Because of its critical wildlife terrain, Tenmile West also is an area supported for wilderness by the Idaho Fish and Game Department. I know that it contains invaluable elk and mountain goat habitat along Tenmile Ridge. And it provides a good chunk of high quality watersheds for the South Fork of the Payette River.

Another place of special interest to me is an omitted portion of the Tenmile West along the North Fork of the Boise River. My family has caught my enthusiasm for fly fishing here, and we have hiked deep into the North Fork/Boise's canyon many times. We have had great joy in sighting bear and deer and catching native trout from the North Fork.

When you look at a map of the Boise Forest, the already extensive road system allows motorized access to the vast majority of the North Fork. But there is still a wonderful ten-mile stretch of river canyon that is unroaded near Swanholm and West Warrior Peaks.

Unfortunately, this portion of Tenmile West is overlooked in Senate Bill 2055. The fishing in this North Fork is outstanding. There is no timber conflict here. Including this great canyon with the rest of Tenmile West would provide more integrity to the watershed and meet recreational needs as well.

In closing, I emphasize that a complete Tenmile West is a great wilderness opportunity for one-fourth of Idaho's people living here in the Treasure Valley. It would bring wilderness an hour closer to Boise than a Sawtooth wilderness, which is experiencing over-use problems.

I appreciate the difficulties that you gentlemen have expressed here today and that you have faced in working on this proposal. And I know you will listen carefully to my fellow Boiseans' concerns as they express them here today.

I thank you for this opportunity to comment, and I don't envy your position of trying to reckon with all of the competing interests and concerns here today.

Thank you.

Senator McClure. Thank you very much, Gail.

Representative Frances Field.

STATEMENT OF FRANCES FIELD, IDAHO STATE REPRESENTATIVE

Ms. Field. Thank you, Mr. Chairman, Governor Andrus and Senator Symms, ladies and gentlemen: I am Representative Frances Field, District 12, Elmore and Owyhee Counties.

I voice the concern of many of the people of Elmore County and Owyhee County over the proposed designation of the Trinities as a wilderness area. We feel that such a designation would have a tremendous adverse effect on the economy of Elmore County.

Fun Valley, as it is affectionately called by the local residents, has become the retirement home for many senior citizens. Many retired people have built homes in the area and enjoy the summer riding motorbikes, fishing, hunting, horseback riding and driving the country roads.

In the winter, they cross-country ski, snowmobile and enjoy the scenic beauty. Many bike, horseback and snowmobile trails have been established. The area has continued to grow and develop.

If this designation is finalized, nearly 100 homeowners would be affected adversely by devaluating the value of their homes and property.

The ten businesses in the area obtain 90 percent of their revenue in the winter from people coming there to ski and snowmobile. In the summer, 50 percent of their income is from the tourists.

This is one of the largest areas close to Boise where the people from Boise and the surrounding towns can drive out for a day of recreation at Fun Valley.

Many Mountain Home Air Force Base personnel and people from Glenns Ferry, Mountain Home, Grand View, Bruneau, Fairfield, Gooding and Shoshone also use the area a great deal for both summer and winter recreation.

We feel that this area has the possibility of becoming a real economic boost to the State of Idaho as a recreation center.

Wilderness designation would virtually close up the area to vehicular travel because the roads would only be permitted in the corridors or if they met the criteria for a road. Most of the roads that are used here would not qualify under the stringent rules set forth in this proposal.

We commend you for allowing grazing and continuing to make mineral potential assessments. We are also happy that no protective perimeters or buffer zones may be established.

We are, however, very concerned over the fate of the ranch homestead, trapper and other homes and cabins in the area, as well as the long-term economic future for the ranchers.

Because of the high percentage of public lands in the State of Idaho, nearly 67 percent, we feel it is imperative that the Trinities be allowed to be managed under the miltiple-use concept.

The wilderness designation is so restrictive that unless multiple use can be the directive, it would be impossible to maintain the growing economy in this area, which in turn affects all of Elmore County, and ultimately the State of Idaho.

I would urge you to reconsider this proposal. Please delete the Trinities from acreages for proposed wilderness area and allow them to be managed under the multiple-use designation.

Again, thank you very much, Mr. Chairman, Governor Andrus and Senator Symms.

Senator McClure. Thank you.

Is Ken Robinson here?

I thank you very much. I appreciate your testimony. Have fun the balance of the day.

Senator Bray. Thank you.

It sounds as though I proposed the take, and Representative Field proposes the give.

Senator McClure. I've heard that comment before.

Governor Andrus. I hope you're more productive in the Idaho Legislature today than that of——

Senator Bray. Than we have been today?

Governor Andrus [continuing]. Than you have been previous to today.

Senator Bray. Thank you. [Laughter.]

Senator McClure. There's some of this next panel that was unable to get to the table. I wonder if those would come over to the table on the other side.

And we'll ask the members of panel number two to take seats at the opposite ends here so you can kind of divide up among tables so you can move in quickly at the end of this testimony. Some others can take seats at this table over here.

But the next group will be Roberta Crockett, Edwina Allen, Ernie Day, Paul Fritz, Ron Mitchell, Alan Hausrath and Erik Fisher. If those ladies and gentlemen would come up and take seats in the front row at the outer ends on both sides, please.

Next witness will be Commissioner Alan Reynolds of Blaine County.

STATEMENT OF ALAN REYNOLDS, BLAINE COUNTY COMMISSIONER

Mr. REYNOLDS. Thank you, gentlemen, for this opportunity to testify in the hearing record of Senate Bill 2055.

I am Blaine County Commissioner representing District 3, which includes the Pioneers, the Smokies and the Boulder/White Clouds that are in Blaine County.

Senator MCCLURE. Can I interrupt a moment? Can the folks in the back hear?

Would you please lean forward so you are speaking into the microphone.

Mr. REYNOLDS. Yes.

Senator MCCLURE. Thank you.

Mr. REYNOLDS. I would like to address the treatment of our local areas and then expand the scope of testimony to include the bill as a whole.

First, the Smoky Mountains. 360,000 roadless acres on two forests. 130,000 acres are recommended for wilderness by the Forest Service. This general area gets cut right in half by this bill, reduced to special management status, and now proposes to legislatively mandate ORV use. I think this is bad treatment.

Pioneer Mountains form the backdrop of our recreation community. Of 250,000 roadless acres, the Forest Service recommends less than 140,000 acres, and then this bill inexplicably cuts out the whole back side of the ecosystem, including all of the alpine lakes, Broad Canyon, Bellas Canyon and the Fall Creek drainage.

This is totally unjustified and indicates either a lack of knowledge of that particular area or a poorly conceived political compromise.

Boulder/White Clouds system, 500,000 acres of roadless land. Largest unroaded land left in the lower 48. It's been planned down to 220,000 acres by the Forest Service. This bill offers 100,000 acres and is literally riddled with legislatively mandated ORV trails. It looks like Zoro's grandson used this proposal for sword practice. It's less even than the timber industry wants.

Some of the areas that have been incomprehensibly removed from the consensus core area include the Casino Lakes, most of the Warm Springs drainage, most of the headwaters of the East Fork of the Salmon River, all of the Boulder Mountains, Deer Lakes, both of the Pass Creek drainages, all the Bowery Peek, Sheep Mountain wilderness study area and Herd Peak.

This proposal is so bad that I must strongly recommend that this area be dropped from the bill and let other people determine the future of this priceless area.

In Lime Creek, I see the headwaters and the whole lower half of the drainage left out of the special management area. And also the wording seems to allow for new roads in this area.

Looking further east, I see a pitifully small Borah Peak parcel. There's nothing in the Pahsimeroi or King Mountain. Nothing in the north Lemhi's. And a total ignoral of the already agreed upon Diamond Peak compromise, which was accomplished by Representative Stallings.

Summing up, I think central Idaho got screwed to the wall in this bill.

An overall review shows some interesting concepts. An attempt to legislate out water rights from wilderness areas will certainly get the attention of your fellow legislators. Watershed is a major resource of wilderness. Mandating additional timber cuts, especially in grizzly habitat, is ill-advised. Demand just does not justify this clause.

The attempt to supercede major legislation such as the Clean Water Act, National Forest Management Act and the Wilderness Act will be scrutinized by Congress. Special management language usurps Forest Service management guidelines.

Proposed logging in the South Fork of the Salmon on the Payette Forest ignores the major diaster that occurred in 1964. And that area is still recovering from it.

Legislating in mandatory ORV use is a terrible concept. Your definition of a road, which is Section 309(a), is wildly creative and totally inappropriate.

In closing, it's obvious that this bill is a product of a major political compromise.

I sincerely thank you for your efforts in this difficult process, but I cannot support this bill in its present form.

Senator McClure. Thank you.

Commissioner Buck Ward.

STATEMENT OF BUCK WARD, LINCOLN COUNTY COMMISSIONER

Mr. Ward. Thank you, Senator. Ladies and gentlemen——

Senator McClure. Can you pull the microphones over, please.

Mr. Ward [continuing]. We already have 4 million acres of wilderness area. Another million and a half acres, people in my area do not think we need any more wilderness.

I don't think the economy of the State of Idaho can stand any more wilderness. The lumber industry is a very important industry to the State of Idaho, and this bill would lock up a lot of good mature lumber that could be sold.

Part of these proceeds, I understand, would go to help our schools. We have a legislature right now scratching their heads trying to come up with enough money to fund our schools. And here we are over here considering ways of locking up resources that could be used for that purpose.

There are a lot of people that don't really realize what we're talking about when we say it's a wilderness area. They think that they can drive into a nice area, have a nice campground, picnic table, when in reality when they come to a wilderness area, they're either going to have to have a horse or be young enough to be a backpacker. And I think we're discriminating against the older people of this nation.

The commissioners think that we should have a lot better release language put into this bill so that the study areas that are not being included in here could be released and therefore the resources could be used in a lot better way.

Thank you.

Senator McClure. Thank you very much.

Mr. Dick Bass.

STATEMENT OF RICHARD BASS, OWHYEE COUNTY COMMISSIONER

Mr. Bass. Thank you, Senator McClure, Governor Andrus, for allowing me to appear here today. My name is Richard Bass. I'm an Owyhee County Commissioner.

I find myself here feeling mixed emotions, being from Owyhee County and not having any Forest Service land in our area. But on the other hand, we have thousands of acres tied up in wilderness study areas in Owyhee County where our people operate under wilderness conditions and no final decisions are decided.

We cannot expect our users of the public land to continue to live in limbo, not knowing what to expect from one administration to the next.

Like I said, being from Owyhee County and having dealt with some very extreme views on wilderness, it is no wonder we start some of these projects with negative attitudes.

And if I may delete just a little bit. There's quite a bit of publicity in our area about establishing a national park. And one of the objectives of the person who is establishing this park, he envisioned not seeing any cowboys out there in the desert in Owyhee County. Well, I have a lot of friends in Owyhee County, and as soon as I leave here, I am a cowboy. And I've got a bunch of calves to rope this afternoon.

But I do enjoy seeing my neighbors. I think they lend to the overall stability of the country.

I think we can consider ourselves very lucky that two of our most respected residents have personally undertaken this monumental task. And hopefully the political process will be allowed to proceed and multiple use will become the new blood of the 1990s.

Thank you very much.

Senator McClure. Thank you very much.

Arlene Kolar, Clerk, Boise County.

STATEMENT OF ARLENE KOLAR, BOISE COUNTY CLERK

Ms. Kolar. My name is Arlene Kolar. I'm a Boise County clerk. I'm here today as a representative for the Boise County Board of Commissioners and as a member of the Idaho Association of Counties Public Lands Steering Committee and the National Association of Public Lands Steering Committee. I also serve as a member on the subcommittee of the Natural Resource Campaign.

Senator McClure has been the best friend that natural resource counties in the United States have had. He has, on numerous occasions, been the key person involved in making sure the counties and the schools did not lose millions of the dollars in revenue as a result of change in the language of the timber receipts, gross to net issue.

With all due respect to Senator McClure, I have personal confidence in the spirit of cooperation that he and Governor Andrus have shown on their work on the Idaho wilderness issue. However, I am here today to voice opposition to the proposed wilderness plan for the following reasons:

The National Association of Public Lands Steering Committee and the Idaho Association of Counties Public Lands Steering Committee are on record by resolution as opposing any wilderness designation in which the views of the local government in the affected areas have not been considered.

It is the opinion of these two committees that enough input was not sought or considered from the local government entities in passing.

Also the proposal does not provide statutory language releasing non-wilderness lands for multiple-use management.

While the proposal as presented does contain areas which unquestionably should be designated wilderness for their pristine beauty and natural extractments, many of the areas contained in the proposal have timber growth that are critical to local units of government. Our dependence on these areas is critical. While we do not tax these lands directly, we receive substantial revenue from them as provided by federal legislation. We cannot simply watch the timber industry shut down.

Idaho already has 4 million acres of land designated as wilderness, more than any of the lower 48 states. We do not feel that we can support the wilderness proposal in its present form because of the dynamic impact it will have on the economy and local units of government.

We respectfully request that the proposal be re-evaluated and that local input be sought before any more land in Idaho is locked up forever as wilderness.

Thank you.

Senator McClure. Thank you.

Mayor Larry Young.

STATEMENT OF LAWRENCE J. YOUNG, MAYOR, KETCHUM, ID

Mr. Young. Thank you, Senator McClure. My name is Larry Young. I am mayor of Ketchum, Idaho.

I am glad Senator Symms saw fit to concern himself with the economies of the various towns in our fine state. I would take issue with most of the stand that he took on most of the issues he mentioned because we are concerned about the working man in our town. And we don't have, apparently, the same conflicting issues that confound Mr. Symms in the areas that he's dealt with.

We don't have the mining problem or the timber problem in the Ketchum-Sun Valley area that you seem to be worried about. We're concerned with tourism. And I'm a little bit upset that our Chamber of Commerce representative tried to get on an industry panel, but there's no industry panel representative of our Chamber of Commerce, apparently.

Our industry draws people to this state. In the Ketchum-Sun Valley area, we contributed over $4-million in sales tax revenue into this state.

We have had a difficult time—I agree with Mrs. Kolar over there with the local input because we wrote a letter two months ago trying to get some understanding as to what was going on with this bill. We didn't get a response from Senator McClure. Governor Andrus' staff member called us on the telephone Wednesday, the day before the hearing started. We're trying to make some decisions based on our economy, and we can't get any input.

At our city council level, we discussed the merits of H.R. 1512 and the merits of S. 2055. And S. 2055 didn't get anything done for us. It has 600-thousand acres of wilderness less in the four areas adjoining Ketchum-Sun Valley. I'm talking about the Pioneers, Smokies, Boulder/White Clouds. And I include Boulder in that designation. It doesn't appear to be of any consequence in 2055 in the Sawtooth Completion.

We're trying to market the Ketchum-Sun Valley area. We have a seminar on Monday and Tuesday that brings together all the governments, the Forest Service and the local employers. We're trying to identify attractions and things that bring people to the Ketchum-Sun Valley area. And we can market wilderness. Wilderness is a growth industry for our area.

Senator Symms, there's a study done by the University of Idaho, and I've attached it to my written testimony. The first sentence in that study says: "Counties which contain or are adjacent to a federally designated wilderness area are among the fastest growing in the United States. '

And there's about ten pages of documents that support that assertion.

Senator McClure asked, and I think maybe Governor Andrus asked, what we could compromise on. The Boulder/White Clouds under H.R. 1512 proposes 453-thousand acres, I believe.

100,000 acres with an ORV corridor isn't what we are willing to compromise on.

We can't market de facto wilderness. I don't understand de facto wilderness from a marketing point of view. It doesn't print very well in our brochures. If it's wilderness, let's designate it wilderness. We don't have the conflicting interests that some of the areas in the state have.

I'll summarize by reading the City of Ketchum's resolution that we adopted last Monday, March 7th. The City of Ketchum opposes the Idaho Forest Management Act, S. 2055 for three reasons: It is not in harmony with the economic growth plan of the City of Ketchum. It fails to provide wilderness acreages sufficient to be useful in Ketchum's marketing efforts; and three, it fails to recognize a wilderness designation such as those provided in H.R. 1512 which are necessary to provide unique marketing opportunities to the Ketchum-Sun Valley area in order to stimulate local and state sales tax revenues.

Thank you very much for your time.

[The prepared statement of Mr. Young follows:]

Testimony of Lawrence J. Young, Mayor of Ketchum, Before the Senate Committee on Energy and Natural Resources

On March 7, 1988, the City of Ketchum passed Resolution Number 357 (a copy is attached and incorporated into this testimony) which opposed S. 2055 and supports Wilderness acreages proposed by H.R. 1512. Resolution Number 357 was passed unanimously by the Ketchum City Council with strong support from the business community, the Ketchum-Sun Valley Chamber of Commerce and local environmental groups. That Resolution states, in part:

> "Wilderness designation (with acreages similar to those proposed by H.R. 1512) for the areas commonly referred to as the Pioneers, the Smoky Mountains, the Boulder/White Clouds and the Sawtooth Completion is an integral part of the near and long term economic plan for the City of Ketchum."

Those of us in responsible positions in the City government of Ketchum have apparently failed miserably in conveying our concerns about the relationship between our economy and wilderness to our Governor, Cecil Andrus, and our Senator, James McClure.

In 1981 the City of Ketchum held a series of over fifty public hearings to develop our Comprehensive Plan and as a result of those hearings, the Plan concluded under the ECONOMIC DEVELOPMENT portion of the plan:

> The surrounding public lands and natural resources available so near to Ketchum remain the greatest asset to the local economy as well as quality of life. (Ketchum Comprehensive Plan, page 9)

Following this guideline, the Ketchum-Sun Valley Chamber of Commerce, the City of Ketchum and the City of Sun Valley have been working to focus state and local marketing efforts on the public lands surrounding the Ketchum-Sun Valley area. Currently there is a bill in the Idaho Legislature (S.B. 1355) to change the Idaho Travel Council, region composition such that Ketchum and Sun Valley will be combined with Camas, Custer, Butte and Lemhi Counties as opposed to our current combination with counties to the south of Ketchum. This week S.B. 1355 passed the Idaho Senate and we hope it will soon pass the House and be enacted into law. It is not coincidental that the vast majority of the 900,000 acres of Wilderness that Ketchum supports is within the counties with which Ketchum is seeking to realign itself. Ketchum believes that Wilderness is a growth industry and we are now in a position to add the Wilderness experience to our marketing strategy. The Boulder/White Clouds area (if designated at 453,000 acres) with its national reputation could easily become a centerpiece for our summer marketing efforts. Can you imagine marketing the White Clouds as proposed under S. 2055: 100,000 acres of pristine wilderness bisected by an ORV corridor and surrounded by hundred of thousands of acres of "de facto wilderness"!

In an effort to assist with marketing of our area, the Cities of Ketchum and Sun Valley each contributed $150,000 in fiscal year

1987-1988 to the Ketchum-Sun Valley Chamber of Commerce. Next Monday and Tuesday (March 14-15, 1988) the Chamber of Commerce has organized a two day seminar which will bring together the political leaders of the Wood River Valley, U.S. Forest Service and major employers in our area. One of the primary objectives of the conference will be to make an assessment of our tourism resources on a year around basis with an emphasis on identifying our attractions and activities. At this crucial juncture, Congress has an opportunity to provide Ketchum-Sun Valley with an attraction unparalleled in the United States. Congressional approval of acreages proposed by H.R. 1512 in the Ketchum area combined with the existing Sawtooth Wilderness would surround Ketchum-Sun Valley with over 1 million acres of Wilderness. The jobs created by the one million acres Wilderness attraction would be particularly suited to the quality of life and life style we are attempting to protect in the Ketchum-Sun Valley area. (It should be noted that the Ketchum-Sun Valley area is unique due to the absence of conflicting uses with the Wilderness designation. According to SNRA statistics, there was only one mine within its boundary with mineral production in 1987 and the Sawtooth National Forest Plan suggests a very small annual timber harvest with a majority of the harvest represented by post and pole production).

Another significant segment of the Ketchum-Sun Valley economy will be stunted by the Wilderness designation proposed by S.

2055. The trend of migration of populations from metropolitan areas to non-metropolitan areas has been an important stabilizing factor in the Ketchum economy. Professor Gundars Rudzitis, Dept. of Geography, University of Idaho, has conducted a study (a copy is attached and incorporated into this testimony) that compared the growth of all U.S. counties that adjoin wilderness areas. The Professor stated in his report:

> "My calculations show that from 1970 to 1980 these largely rural remote areas (the 277 counties in the U.S. adjoining federally designated wilderness) grew at a rate of 30 percent or double the 15 percent rate of growth for non-metropolitan areas as a whole (Table 1). During the fifties and sixties, these counties also grew at a rate two to three times greater than non-metropolitan areas as a whole. While post-1980 estimates indicate that non-metropolitan areas as a whole are growing again at a slower rate than metropolitan areas, wilderness counties are gaining population at a significantly faster rate."

Wilderness designations, as proposed in H.R. 1512, for the Ketchum area can only bolster Ketchum's opportunity to grow as indicated by the University of Idaho study.

CONCLUSION

The U.S. Congress has an opportunity to create something special for the economy of Ketchum, Idaho. The Idaho Forest Management Plan S. 2055 lacks vision and provides nothing to stimulate our economy. Wilderness designations for areas surrounding Ketchum-Sun Valley (the Pioneers, the Smoky Mountains, the Boulder/White Clouds and the Sawtooth Completion) comparable to the acreage proposed in H.R. 1512 will provide Ketchum with bold marketing options that will translate into jobs and increased local and state tax revenues. Ketchum is strongly opposed to the Idaho Forest Management Plan S. 2055.

Respectfully submitted this 11th day of March, 1988.

Lawrence J. Young

LAWRENCE J. YOUNG
Mayor of Ketchum

RESOLUTION NO. 357

THE IDAHO FOREST MANAGEMENT PLAN S. 2055 RESOLUTION.

WHEREAS, the tourist-based economies Ketchum and Sun Valley generate over $4,000,000.00 in sales tax revenue per year for the State of Idaho; and

WHEREAS, the City of Ketchum allocated $150,000.00 in fiscal year 1987-1988 to the Ketchum-Sun Valley Chamber of Commerce for the purpose of expanding its marketing efforts for the Ketchum area; and

WHEREAS, H.R. 1512 provides for over 900,000 acres of wilderness designation for areas surrounding the Ketchum-Sun Valley area; and

WHEREAS, wilderness designation (with acreages similar to those proposed by H.R. 1512) for the areas commonly referred to as the Pioneers, The Smoky Mountains, The Boulder/White Clouds and The Sawtooth Completion is an integral part of the near and long term economic growth plan for the City of Ketchum; and

WHEREAS, S. 2055 provides for only approximately 317,600 acres of wilderness designation for areas surrounding Ketchum.

THEREFORE, the City of Ketchum opposes THE IDAHO FOREST MANAGEMENT PLAN S. 2055 since (1) it is not in harmony with the economic growth plan of the City of Ketchum, (2) it fails to provide wilderness acreages sufficient to be useful in Ketchum's marketing efforts and (3) it fails to recognize that wilderness designations such as those provided in H.R. 1512 are necessary to provide unique marketing opportunities to the Ketchum-Sun Valley area in order to stimulate Local and State sales tax revenues.

PASSED this 7th day of March, 1988.

Lawrence J. Young
LAWRENCE J. Young
Mayor

ATTEST:

For:
Betty A. Coles
City Clerk

HOW IMPORTANT IS WILDERNESS? ATTITUDES OF MIGRANTS AND RESIDENTS IN WILDERNESS COUNTIES

Gundars Rudzitis
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University of Idaho
Moscow, Idaho 83843

Paper presented at 4th World Wilderness Congress, Estes Park, Colorado, September, 1987

Introduction

Counties which contain or are adjacent to a federally designated wilderness are among the fastest growing in the United States. Presently there are a total of 277 wilderness counties in 38 states (Map 1). Most of these counties are not within or near any metropolitan area. Only 67 of the 277 wilderness counties are within 50 miles of a standard metropolitan statistical area, and most of these are in California.

My calculations show that from 1970 to 1980 these largely rural remote areas grew at a rate of 30 percent or double the 15 percent rate of growth for nonmetropolitan areas as a whole (Table 1). During the fifties and sixties, these counties also grew at a rate two to three times greater than nonmetropolitan areas as a whole. While post-1980 estimates indicate that nonmetropolitan areas as a whole are growing again at a slower rate than metropolitan areas, wilderness counties are gaining population at a significantly faster rate. Furthermore, these results do not vary by region, or change if states such as California are dropped from the calculations. On a percentage basis these are some of the fastest growing counties in the nation, and the reasons why they are growing are not well understood.

Wilderness areas have to be designated by Congress, and the formation of such areas has been a hotly contested and politicized issue since the passage of the 1965 Wilderness Act (Rudzitis, 1984). By definition, wilderness areas have to be left as pristine areas where the influence of people is kept to a bare minimum. For example, roads are not allowed in these areas, and the building of trails remains a controversial issue. Unlike national parks, they are not meant to be high use recreation areas. Moreover, areas are still being and will be added to the wilderness system. In 1984, over 8 million acres of new wilderness were designated, and the debate over how much wilderness is still not over in a number of states.

Wilderness area counties hold a range of amenities constant even as other may vary. Clearly, climate will vary across different areas. But more importantly, other amenities such as access to pristine areas and lower pollution levels will vary little if at all. Congress under the Prevent Significant Deterioration regulations put wilderness areas into a mandatory Class I status which essentially results in preservation since only minimal deterioration in air quality is allowed in these areas. Other air quality related values such as visibility also are to be strictly protected (Manners and Rudzitis, 1981; Rudzitis and Schwartz, 1982). Even if there are differences by the types of amenities in wilderness counties, these areas have a high level of amenities.

In a sense, irrespective of their location, wilderness areas should have attributes which are similar in that they attract households and firms seeking certain high quality environments. Indeed, as Cutter, Renwick and Renwick (1985) suggest, once only cities were considered beautiful, but today, for millions of Americans, only wilderness is beautiful.

Background

The demographic phenomenon called the nonmetropolitan turnaround occurred in its fullest force in the United States during the 1970s. Most of the nonmetropolitan counties experienced population increases, reversing their past trends of population losses or stagnation. This population growth was primarily caused by in-migration since fertility was low and thus natural increase did not contribute much to the growth.

The turnaround has been called one of the most significant demographic events of this century (Wardwell and Brown, 1980). The movement of people to rural counties was not anticipated nor expected. However, it was seen as a pervasive new counter-urbanization trend destined to profoundly change the geographical structure of the United States (Berry, 1978). There have been a number of good overviews of the turnaround (Berry and Dahman, 1977, 1980; Morrill, 1978, 1979; Fuguitt, 1985).

The turnaround surprised many researchers because the urbanization trend, whereby people concentrated in and around large cities, had been the major dimension of population redistribution in the United States since the census was first taken in 1790 (Hauser, 1981). Most researchers concerned with population trends assumed that this urbanization process would continue into the future, as an almost inevitable concomitant of economic development and increasing organizational complexity.

During the 1960s, the net movement of people was from rural and small town areas into metropolitan areas. But since 1970, changes in rural and urban population flows were such that nonmetropolitan areas were not only retaining people, but receiving an actual net in-migration as well (Beale and Fuguitt, 1978).

There is no simple answer as to why nonmetropolitan areas are growing. People move and places increase or decrease in population because of a complex combination of factors. For example, several recent studies (Beale and Fuguitt, 1978; Fisher and Mitchelson, 1981; Johansen and Fuguitt, 1984) cite among the factors that have encouraged population growth in nonmetropolitan areas:

a. presence of colleges

b. growth of recreation and retirement activities

c. growth of military activities

d. the decentralization of many industries

e. increased mobility through transportation improvements

f. improved communications and media in rural areas

There is no general agreement on one universal cause for the turnaround in population growth in nonmetropolitan counties. Site specific factors may be predominant. Some are employment connected, while others are non-economic in nature. Traditional models of regional growth have stressed economic factors, people move to get jobs and make higher incomes. More recently however some evidence has suggested that amenity or quality of life factors have an increasingly important role to play.

Ullman (1954), in his now classic article, cited amenities as a major factor in the regional growth process. His definition of amenities included climate, scenery, hunting, fishing, sports, and retirement and tourist factors as desirable attributes that would encourage the growth of one area over another. Ullman used the migration to Southern California during and after World War II as his prime example of the importance of amenities in stimulating regional growth. According to Ullman amenities were becoming more important than economic forces in explaining growth. Moreover, he predicted that the importance of amenities would increase and that further research in this area was required. Although his study was speculative and largely based on observation, it was farsighted at a time when the role of amenities in the regional growth process largely was ignored.

Almost twenty years later Borchert (1972) emphasized again the pull of amenities in the growth process finding that between 1960-1970 counties with high natural amenity had high relative growth rates. Since then a number of studies have documented the increasing importance of amenities in explaining the recent migration turnaround (Lamb, 1975; Long and DeAre, 1980; Briggs and Rees, 1982; Ploch, 1978, Williams and Sofranko, 1979).

The relative importance of non-economic amenity factors in the migration of non-economic amenity factors in the migration process remains controversial. Porell (1982) finds that both economic and quality of life factors are important but suggests that migration is more responsive to marginal changes in economic factors than quality of life factors. This contrasts with the results from other studies (Graves, 1979; 1980; 1983; Liu, 1975; Hsieh and Liu, 1983). At the same time, Porell points out that the total impact of quality of life differentials on migration may be large. In a related vein, several recent studies suggest that the wage and income convergence that would be expected from the traditional economic, human capital model is not taking place (Greenwood, 1975; Clark and Ballard, 1981; Krumm, 1983; Mead, 1982). Migration has not had the expected equilibrating effect on regional income differentials.

Study Results

As part of a study on migration into wilderness counties questionnaires were sent to recent in-migrants and longer term residents in four counties in the West (Trinity, California; Deschutes, Oregon; Coconino, Arizona; Eagle, Colorado). The mail survey was designed to reveal the motivations for migration to these counties, and whether traditional economic or noneconomic factors played a more important role in the decision to migrate to these areas. Particular attention also was directed at the importance of federally designated wilderness in the county as a factor influencing a persons decision to move to the area. The survey also examined how satisfied migrants are with their life in these counties, and their intentions to stay or leave. The attitudes of the in-migrants were compared with those of residents.

A person was considered a migrant if they moved into the county since 1975. All persons who have lived in the county prior to 1975 were classified as residents. The respondents were randomly selected and a total of 995 people returned surveys for an overall response rate of 54 percent. The counties are part of a national survey of 15 wilderness counties across the nation. Consequently these four counties represent about 27 percent of the total expected responses. Some intriguing results already are apparent in these four counties.

All four of these wilderness counties grew very rapidly during the 1970s (Table 2). There has been a slowdown during the 1980s but the growth rates with the exception of Trinity county still exceed that of both nonmetropolitan and metropolitan counties as a whole. Who are these migrants? One reason often given for such a growth is retirement related. However, only 10 percent of the migrants to these counties were over 65 years of age compared to 26 percent of the resident population. The largest group of migrants was in the 21 to 35 year age category (Table 3). The migrants also were more likely to have been raised in a metropolitan area (40%) while the residents grew up in a rural or small town environment (53%). Younger highly educated migrants are the most important components of the inflow into these counties. Over 74 percent either had some college, or completed graduate work.

Traditional models of migration argue that people migrate for economic reasons. However, the survey results indicate that economic reasons were not the main reasons why people moved to these counties (Table 4). Noneconomic amenity reasons (outdoor recreation, landscape, pace of life, environmental quality) were more important than factors such as employment opportunity. Income was not a major factor since with the exception of Eagle county the majority of migrants either had no change in income or suffered a loss in income (Table 5).

Despite a loss of income most of the migrants felt that their lives were less stressful, more enjoyable, healthier and happier since they moved to these counties (Table 6). The responses to these questions show that migrants while generally not having income gains feel that their lives have improved in other perhaps more important aspects. Indeed over 90 percent of the migrants were satisfied with their lives in these counties.

The presence of federally designated wilderness nearby may or may not be an important consideration in why people move to or stay in an area. The presence of wilderness was a very important reason in why people moved to or stay in these counties (Table 7) and perhaps explains the high level of satisfaction with their lives in these counties. Moreover, the majority of the respondents used the wilderness areas more than seven times a year. On whether more access was needed to the wilderness areas the respondents were fairly evenly split.

On the question of whether wilderness should be open for development they felt strongly (83 to 94 percent) that it should not. An even larger number (91 to 98 percent) felt that nearby wilderness areas were important to their county. On whether or not more wilderness areas should be designated nearby the responses varied between the four counties. Only a minority in Trinity and Deschutes (37 and 47 percent) were in favor of more wilderness while in the more tourist oriented Coconino and Eagle counties the percentages were 71 and 80 percent respectively.

Do differences exist between the attitudes of migrants and residents towards wilderness? While some differences exist between migrants and residents they are not that large (Table 8). The presence of federally designated wilderness was an important reason why 80 percent of the migrants moved there and why 70 percent of residents stay in the area. Migrants were more in favor of more access to wilderness areas (54% vs. 44%) and slightly less likely open wilderness for development (4% vs. 8%). Both agreed that wilderness is very important to the county. However, the migrants were more in favor of designating more wilderness nearby.

Given the recent decline in many nonmetropolitan counties, particularly in the West, and the high mobility of the American population a question was included about future migration plans during the next three years. In Eagle 71 percent did not plan to move and in the other three counties the range was from 81 to 85 percent. Overall migrants were more likely than residents to move the next three years (25% vs. 15%). Nevertheless, compared with the national average this is a very stable population. People who move into these counties plan to stay and put down their roots in these areas.

Conclusions

The rapid population increases in these counties are primarily the result of an influx of young highly educated persons. They are not moving seeking higher incomes. Indeed the majority of migrants had a drop in income. Instead environmental, quality of life, amenity and recreational factors are most often cited as reasons why they moved to these counties. Despite having lower incomes the migrants are happier and healthier. The presence of wilderness is an important reason for moving to these areas and both migrants and residents feel strongly about protecting the wilderness areas from any development.

The results suggest that amenities and quality of life factors may become increasingly important in the decision of where to live even if this means a drop in income. The 227 wilderness counties have a total of 32 million people or approximately 13 percent of the total United States population. The question is whether as economic circumstances allow, will more and more people move away from metropolitan areas seeking a higher quality of life? Will these areas with designated wilderness be able to maintain the very features which make them attractive if rapid population increases become too great? Are the results presented here representative of attitudes of migrants to the other wilderness counties across the country? Do regional differences exist in the importance of amenities in attracting in-migrants? What implications might these findings have on local development strategies. These are some of the questions which remain to be answered.

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MAP 1

NATIONAL WILDERNESS PRESERVATION SYSTEM

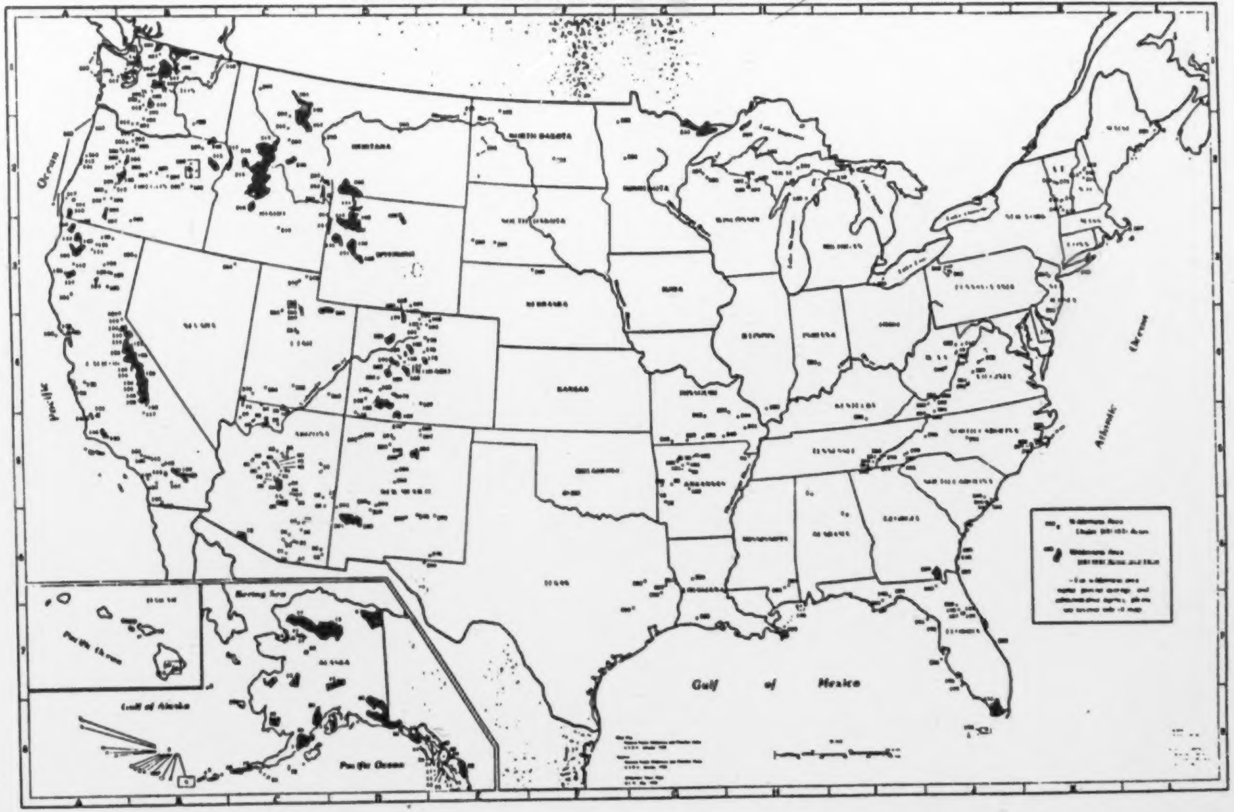
Pacific
Ocean
MONTANA
NORTH DAKOTA
KANSAS
Atlantic
Ocean
Gulf of Mexico
Bering Sea
Gulf of Alaska
Pacific Ocean

Table I

Population Change

Year	Metropolitan Counties	All Nonmetropolitan Counties	Wilderness Counties
1950-1960	26.3%	3.0%	18.2%
1960-1970	17.1%	4.3%	12.8%
1970-1980	9.9%	13.4%	31.4%
1980-1985	11.0%	6.9%	24.3%

Table 2

Population Growth, 1970-1985

County	Percent Change 1970 - 1980	Percent Change 1980 - 1985
Trinity, California	56	13
Deschutes, Oregon	104	7
Coconino, Arizona	55	13
Eagle, Colorado	78	22

Table 3

Age Distribution of Migrants and Residents (percent)

Age	Resident	Migrant
Less than 20 years	0.3	0.2
21-35 years	7.9	35.1
36-50 years	35.3	40.3
51-65 years	29.7	14.1
Over 65	26.5	10.3

Table 4

Why Moved to County (percent citing as important)

Attribute	Trinity	Deschutes	Coconino	Eagle
Employment Opportunity	29	32	55	61
Cost of living	16	21	10	23
School Quality	23	22	42	7
Climate	58	78	71	62
Health and Social Services	6	23	13	9
Access to Family and Friends	18	22	16	19
Outdoor Recreation	79	82	70	77
Cirme Rate	44	27	33	30
Landscape/Scenery	84	77	79	80
Pace of Life	78	74	62	77
Environmental Quality	81	78	74	76
Place to Raise Children	*	48	57	32

*question not in survey

Table 5

Income Change (percent)

Income Change	Trinity	Deschutes	Coconino	Eagle
Decreased	58	48	40	24
Same	24	29	22	25
Increase	18	23	38	51

Table 6

Since I Moved To...My Life Has Been
(percent citing)

Statement	Trinity	Deschutes	Coconino	Eagle
Less stressful	79	72	58	62
More enjoyable	92	91	90	90
Healthier	90	95	85	88
Happier	87	89	84	89
As envisioned	*	85	78	73

Table 7

Importance of Wilderness (percentage)

Statement	Trinity	Deschutes	Coconino	Eagle
Why moved or stay in area	63	70	79	88
Need more access to	52	43	47	53
Open for development	17	7	6	9
Important to county	91	92	95	98
Designate more nearby	37	47	71	80

Table 8

Importance of Wilderness for Migrants and Residents (percent)

Statement	Resident	Migrant
Why moved or stay in area	70.1	80.1
Need more access to	44.1	54.1
Open for development	8.5	3.8
Important to county	91.5	96.2
Designate more nearby	46.9	68.5

Senator McClure. Thank you.
Ruth Lieder.

STATEMENT OF RUTH LIEDER, MAYOR, SUN VALLEY, ID

Ms. Lieder. Thank you, Governor Andrus, Senator McClure, and Senator Symms.

Alan and Larry got into much more detail than I'm going to get into. I'd just simply like to say that the City of Sun Valley feels that economic inequities exist in the Idaho Forest Management Plan, Senate Bill 2055.

The McClure-Andrus proposal goes to unrealistic lengths, in light of current supply-demand ratios, to protect the timber industry of Bonners Ferry.

To quote the area by area summary, relating to Section 103(a)(1), and I quote, "In order to make certain that enough federal timber remains available to support the timber industry, which is the backbone of the Bonners Ferry economy, our proposal will require an allowable sales quantity of at least 40.5-million board feet on the Bonners Ferry Ranger District. It also mandates 3.5-million come from the area currently designated as grizzly bear habitat.

All we ask is that we would like the same consideration as other areas in the state. Sun Valley-Ketchum is not timber country, it's tourist country.

Tourism is fast becoming the primary industry in the State of Idaho. And summer, ironically, is fast overtaking winter in popularity as illustrated in the resort cities local option tax receipts for the City of Sun Valley.

In the year 1980, January, February, March, we collected $193,000 plus. In June, July and August, we collected $147,000.

Five years later, we had a very good winter because of good snow, and collected in those same months $231,750. But summer, June, July and August, had jumped $40,000, and we collected $184,943.

Two years later, January, February and March, the winter collections were reduced by approximately $80,000. We collected $151,970 during those three months. And summer went up another, close to $10,000 over 1985, wherein we collected $192,410.

To collaborate with Ketchum, Sun Valley has allocated $75,000 in fiscal year 1987-1988, and is presently considering allocating an additional $75,000 to the Ketchum-Sun Valley Chamber of Commerce to fulfill marketing efforts for the area.

The majority of our guests tend to be energetic young families or conventioneers who actively participate in the numerous recreational facilities we offer, of which hiking, camping, horseback riding, hunting and fishing and floating Idaho's white waters head the top of the list in popularity.

Incidentally, I would also like to add, and we know this firsthand, the cross-country skiing in areas surrounding Sun Valley, particularly in the Pioneers, Boulders and Sawtooths is providing the creative lifeblood for our winter business.

So in conclusion, the City of Sun Valley requests that the McClure-Andrus proposal give equal protection to the tourist-based economies of Sun Valley, Ketchum and the Wood River Valley by increasing the acreage of recreational terrain and wildlife attractions, particularly in the neighboring Pioneers, Smoky Mountains, Boulder/White Clouds and Sawtooth Completion.

In other words, we ask you to maximize and protect our attractions in our market area without any consumption or destruction.

Thank you very much, gentlemen.

Senator McClure. Thank you.

Governor Andrus. Thank you.

Senator McClure. That completes the first panel. Thank you, ladies and gentlemen. We appreciate the testimony.

Roberta Crockett, Steve Grantham, Ernie Day, Paul Fritz, Ron Mitchell, Alan Hausrath, Erik Fisher and Janet O'Crowley.

And while those people are taking their places, I wonder if we could have the panel members for panel number three ready on the floor and take seats. Dave Bivens, Eric Davis, Brad Little and Sheryl Chapman.

Roberta Crockett is our witness. And please pull the microphone up close. I'm told the people in the back of the room are having trouble hearing.

STATEMENT OF ROBERTA CROCKETT, VICE PRESIDENT, BOARD OF DIRECTORS, IDAHO CONSERVATION LEAGUE

Ms. Crockett. Thank you. Governor Andrus, Senator McClure and Ms. Norcross, I appreciate the opportunity to address the panel.

My name is Roberta Crockett, and I'm a resident of Boise. I am vice president of the Board of Directors of the Idaho Conservation League.

The Idaho Conservation League is Idaho's largest conservation organization with approximately 1,500 members.

I am a life-long resident of Idaho, and my earliest backcountry experiences were in the Salmon National Forest hunting with my father. At that time, I gained a deep appreciation for Idaho's resources and quality of life.

We strongly advocate the passage of a wilderness bill for the State of Idaho. And for that reason, we welcome the initiative of Governor Andrus and Senator McClure.

Upon careful examination, we find the Idaho Forest Management Act of 1988, S. 2055, flawed, and we cannot support it.

The wilderness bill supported by ICL is H.R. 1512, the Idaho Wilderness Act.

Time does not allow for a complete discussion of the various points with which ICL disagrees contained in S. 2055.

The position of the Idaho Conservation League reagarding the Idaho Forest Management Act of 1988 will be outlined in greater detail in writing for the hearing record. I will attempt to summarize some of our local concerns.

The need for this legislation stems from the desire of all parties in Idaho to resolve the wilderness issue. Without the inappropriate special management language, the bill would have been a starting point for discussion; a discussion Idaho interest groups and Congress are anxious to start and complete.

Instead, we are faced with a bill fraught with pages and pages of special management provisions, all of which call into question issues far beyond just wilderness designation. In fact, because of the national implications of the special management provisions, they only fuel the debate and broaden the level of opposition to the bill.

In this region of Idaho, some of our greatest concerns are special management provisions on the Payette National Forest. While some attention is paid to wildlife protection in the Payette areas, the basic fact remains: French Creek and Patrick Butte will be logged and roaded, as will the South Fork of the Salmon River.

Like the special management areas in north Idaho, this type of legislated micromanagement of national forests curcumvents the public review process now allowed by law.

The South Fork of the Salmon River was once the most productive spawning area in the entire Columbia River system for summer-run Chinook salmon. The fishery was nearly destroyed by sedimentation due to logging and roadbuilding. After a slow recovery, it is improving and more can be done for this nationally significant fishery. This is not the time to reopen it to soil-disturbing activities.

The combination of the special provisions for the Panhandle, Clearwater and Payette National Forest constitute a backdoor approach to hard release language for these forests. The special management provisions which legislate ORV use on the Boise and Sawtooth National Forests are of considerable concern.

These provisions deprive the public of their legal right to improve forest plans for each forest, and involves Congress in exactly what they chose not to do in passing the NFMA, which is to micromanage the national forest. This special management language is completely unacceptable and should be removed from the bill.

The Idaho Forest Management Act of 1988 would designate as wilderness only 15 percent of the 9.3-million acres of roadless lands eligible for consideration. This is completely unacceptable and certainly not the strived-for balance. The balanced wilderness bill which releases roadless lands for development while protecting Idaho's most valued wildland is H.R. 1512.

Before closing, I would like to address the most glaring omissions in S. 2055.

Areas of the Payette Completion need to be added, such as French Creek, Patrick Butte, Salmon River Breaks, Caton Lake and Rapid River. Other local areas to be added are Peace Rock and Tenmile West. Also of concern are the North Lemhis, Smoky Mountains and the West Bigholes.

Some areas included in S. 2055 which have unsatisfactory boundaries include the Pioneers, where omission of the Fall Creek and Surprise Valley is inexcusable. The Trinities should not be dissected for the sake of ORVs.

The Boulder/White Clouds were treated very poorly in S. 2055. Less than one-quarter of the area would be protected as wilderness, and even that would be sliced in two by an ORV corridor. This area is the largest potential addition to the wilderness system in the national forests of the lower 48 states, and it would be a tremendous loss if the area was not designated as wilderness.

I hope my comments are of assistance in your review of the Idaho Forest Management Act. Thank you.

Senator McClure. Thank you.

Mr. Steve Grantham.

STATEMENT OF STEVE GRANTHAM, CHAIR, MIDDLE SNAKE GROUP

Mr. Grantham. Good morning, Senator McClure, Governor Andrus and members of the panel. My name is Steve Grantham. I represent the Middle Snake Group that's here. We're the local group that's based here in Boise. I am a Boise resident.

Senator McClure, you were quoted in the paper this morning as calling for a compromise position. And I think the environmental movement as a whole wants to compromise.

And I would like to begin by acknowledging that we appreciate that this bill is a start at designating some wilderness. As we have heard, there are individuals and organizations from the state who want no more wilderness.

My belief is that we are being a little more objective in looking at areas on an area-by-area basis rather than categorically stating no wilderness or not wilderness. We don't categorically say we don't want any more logging. That's ridiculous, and it's not feasible to not have more wilderness.

There are areas in Idaho that deserve a wilderness designation that have no conflict. And we appreciate the start with this bill.

One of the main problems I believe with this bill is the special management language that Roberta was just addressing.

In particular, on page 3, lines 4 through 6 of the bill, the special management is stated as being for the purpose of allowing timber harvesting, and my emphasis, while protecting and mitigating damage to fish and wildlife resources, which seems like a reasonable justification for special management.

However, when we turn to page 9 and look at the Bonners Ferry special management area, there is no provision at all for any special or damage mitigation. In fact, quite to the contrary. The Act currently mandates timber cut to three and a half-million board feet above what the Forest Service is now planning. The Panhandle Forest has already set their level at the maximum that can be done without resource damage. The provision that this be done notwithstanding other provisions of law is very disturbing.

I don't see why we should be passing a law that allows us—that essentially says we will violate the National Forest Management Act, Endangered Species Act by logging in grizzly habitat, and other laws of the land.

So the state's intentions with the special management and the effect of these portions of special management seem to be at odds with each other. I think that's going to be a great stumbling block to the real issue which is at hand here, and that's the wilderness designations.

So I encourage you to consider dropping that language and dealing with that issue separately. And I encourage you to leave it to the proper role of micromanagment, which is the forest subdivision.

Another provision of special management is that certain lands are to be designated for recreational access only. We can only guess that it's intended to refer to Lime Creek and the Smoky Mountain areas in which we have been told there would be provisions to prohibit logging. However, a careful reading of the bill reveals that there is no provisions to prohibit logging. If that was an omission, it should be corrected.

Another disturbing aspect of that language is allowing access solely for motorized vehicle use. We feel that sets a dangerous precedent.

My personally feeling is that allowing motorized vehicles access to the wilderness is one thing. Allowing them free rein over the trails so that they essentially considered the trails through these fines areas to be speedways, I think is quite another. It's unacceptable.

Turning now to some of the other areas, maybe the most disturbing area of this bill is the provision for the South Fork of the Salmon River. The South Fork is known to be so important to steelhead spawning. And the effects of the 1960 devastation that are so well documented that we are very surprised that any logging is still being considered.

The economic value of the fishery there is much greater than the economic value of any of the trees that might be harvested. And we feel that the South Fork deserves—no more deserves to be logged than the Grand Canyon deserves to be turned into a gravel quarry. I mean, you could quarry gravel from the Grand Canyon, but it's not the highest use. The same is true of the South Fork.

Turning to some of the more specific areas, we think the Rapid River area is the area, example area, that has no conflicts at present. There's no timber cut plan. There is wild and scenic river designations there. There's wonderful elk winter range because of the mild winters. And we feel that that's an area that has been omitted with no reason. There are no conflicts.

I would like to relate briefly a personal experience that illustrates why we're concerned about some of the off-road vehicle corridors being allowed in this bill.

Last September I hiked into the Chamberlain Basin area in the White Clouds, which is an area familiar to a lot of Idahoans. The trail from there allows motorized vehicle access for a certain way, but then there are signs that say no motorized vehicle past here.

We followed this trail up to the lakes, and we found that we were following motorcycle tracks. They not only went up to the lower lake where the trail goes, but up to the higher lake where there's barely a foot path.

We got to the higher lake, and what we found at the places where these motorcycles were camped, were fish heads thrown all over the place. Styrofoam cups——

[Whereupon the bell for the time limit went off.]

Mr. GRANTHAM. I guess that means I'm out of time.

Anyway, the point I'd like to make is that allowing access to off-road vehicles sets a dangerous precedent. And I would oppose the splintering of the wilderness areas that has occurred in the White Clouds, the Sheep Creek area and the Red Mountains.

And I'll submit written testimony for the balance of my comments.

Senator McClure. Thank you very much.

[The prepared statement of Mr. Grantham follows:]

SIERRA CLUB
MIDDLE SNAKE GROUP
Box 552 Boise, Idaho 83701

FOR THE HEARING RECORD
S 2055

March 11, 1988

Senator Bumpers:

I would like to present some of the concerns of the Middle Snake Group (MSG) of the Sierra Club regarding S 2055, The Idaho Forest Management Act. I will comment first on some of the unusual "special management" provisions of this bill, and then on specific wilderness recommendations. References to specific passages will be based on the draft of the bill dated 2/9/88.

On page 3, lines 4-6, it is stated that certain lands are to be designated "for special management under prescribed formulae designed to allow timber harvesting *while protecting and mitigating damage to fish and wildlife resources*". Yet in the provisions for the "Bonner's Ferry Special Management Area" on page 9, there is absolutely no provision for any protection or damage mitigation. Quite to the contrary, the act mandates that the allowable timber cut be 3.5 million board feet greater than that provided in the Forest Plan, despite the fact that the current timber cut levels are at the very ceiling of what can be maintained without extensive resource damage. In other words, the act guarantees that there *will* be damage to fish and wildlife resources in this "special management area". Furthermore, this dubious provision is made even more unpalatable by the phrase "notwithstanding any other provision of law", a phrase that is obviously there in an attempt to legitimize violation of the Endangered Species Act (by logging in grizzly habitat), the National Forest Management Act, and other laws of the land. Why this particular timber is so important that all these applicable laws and competing values should be categorically ignored is far from clear. This sort of "special management" is something Idaho and the United States can ill afford, and this discrepancy between

. . . To explore, enjoy and preserve the nation's forests, waters, wildlife, and wilderness . . .

the alleged purpose and the actual effect of special management designation is a travesty.

Returning to page 3, lines 6 and 7, we find a provision to "designate certain other lands for special management to allow recreational access *only*". Presumably this refers chiefly to the Lime Creek and Smoky Mountain Special Management Areas. Yet in the description of these areas on pages 16 and 17 there is not a single word about access being limited to recreational purposes, in particular there is no mention of any prohibition on logging activities. Moreover, the designation of certain trails for use *solely* by motorized recreational vehicles is very disturbing. Why should someone be prevented from walking, or riding a horse or a bicycle on such a trail? I trust it is not because the dirt-bike riders will be riding too fast to stop for them, or for the elk which are abundant in parts of these areas. If that is the case, they have no business on these trails. They were designed for horse and foot traffic, not speed contests. Allowing someone motorized *access* to part of this wild country is one thing; turning a beautiful trail like the one along Big Smoky Creek into a raceway is quite another. If there is to be special management rather than wilderness designation for these areas, it should explicitly preclude logging and should give ORV riders only limited permission to share some of the trails with other users, not a license to create a motocross course. If the provisions were thus changed, the Sierra Club could possibly support some sort of special management provision.

In the description of the "French Creek Special Management Area", at least some mention is made of elk and fish habitat. However, the management policies proposed in the bill are virtually identical to those contained in the Payette Forest Draft Plan. Once again, there is nothing "special" about this management language.

Perhaps the most disturbing and inexplicable special management provision in this bill is that for the South Fork of the Salmon River. The importance of the South Fork to steelhead and chinook spawning and the devastating impact of previous roading and logging in the area are so well known that it is incredible that more logging is being considered. This is especially so when one considers the great economic importance of the anadromous fishery not only to Idaho but to the entire Columbia basin, compared to the relatively minor value of the timber to be had (even ignoring the issue of below-cost sales). The proposal to remove deposited sediment from critical spawning areas borders on the ludicrous, in light of the fact that the river is still years away from recovering from the catastrophic events of the 1960's. The South Fork drainage should no more be logged than the Grand Canyon should become a gravel quarry. This act should be changed to afford the South Fork at long last the protection it so badly needs.

Turning now to the issue of wilderness classification, there are a number of areas on which the Middle Snake Group would like to comment. Although we are concerned with areas throughout the state, we will comment mainly on those areas in southwest and central Idaho with which we are most familiar.

Beginning with the Payette National Forest, our number one concern is with the South Fork of the Salmon. As just mentioned, we believe that wilderness designation or at the very least a prohibition on all logging activities within the drainage constitutes the only hope for the recovery of the fishery to its full potential. We also feel that wilderness designation, rather than the non-special special management proposed in S2055, is appropriate for the French Creek area, which contains not only critical elk habitat but also a number of superb, easily accessible alpine lakes. And finally, the Rapid River area, neglected by this bill completely, also deserves wilderness protection. Given the lack of timber conflicts here, the Wild and Scenic designation of the river itself, and the importance of this low-lying, relatively snow-free area for winter range for big game, there seems no real reason for this area not to be designated wilderness.

Moving on to the Boise National Forest, we are disappointed with the boundaries of the western portion of the Trinities proposal, that is, the Sheep Creek area. This is the largest roadless area left on the entire Boise Forest and should have its integrity maintained in the wilderness designation. It is close to the Boise metropolitan area and provides an abundance of good, gentle trails suitable for hikers of all ages. Having this area severed by a corridor for an off-road vehicle trail is a poor idea and a dangerous precedent. Will we soon have patchwork widernesses consisting of five-acre pieces bounded by networks of dirt-bike ruts?

The Red Mountain area has suffered a similar fate: once again a trail occasionally used by dirt bikes has been considered sacrosanct, with the result that almost half the area that merits wilderness designation has been excluded. The situation is even more mystifying across the highway, where the boundary of the

Hanson Lakes portion of the Sawtooth additions has been arbitrarily drawn to follow the boundary between the Boise and Challis Forests. The "Area by Area Summary" accompanying the act states that the Red Mountain and Hanson Lakes areas are adjacent to the existing Sawtooth Wilderness and make common sense additions to it. This is true, but there is nothing common sense about the omission of the area between these two, and they also should be designated wilderness. And finally, there is no good reason for the omission of the Tenmile ridge and creek area, across the highway to the south. This area has no conflicts with other uses and has been recommended by both the Boise NF and the Idaho Department of Fish and Game for wilderness designation.

The White Clouds wilderness proposal, in the Sawtooth NF, is yet another one that has felt the knife of the ORV corridor. I have a particularly vivid personal reason for opposing this intrusion. In September of 1987 I hiked in to the Chamberlain Basin area, just below Castle Peak. Although motorized vehicles are currently allowed along some portions of this trail, they are specifically prohibited from other portions, and in particular from the Chamberlain Basin itself. However, we followed motrocycle tracks not only into the basin, but up to the higher lakes where there is barely a foot path. At upper Chamberlain Lake we found plenty of evidence of the motorcyclists' respect for this delicate mountain environment: burnt fishheads scattered haphazardly over the ground, styrofoam cups and paper plates littering the area, abandoned pots and pans, potato peels dumped into the lake, and various other aesthetic enhancements. While it would be wrong to accuse all ORV users of such disgusting behavior, this ugly incident is evidence that some of them cause a great deal of damage and completely ignore restrictions on where they can travel. This is one reason allowing them corridors through the wilderness or along wilderness boundaries is so dangerous. Many dirt bikers are not content to stick to trails but feel compelled to see just how steep a slope they can carve a path up down, or sideways. Enforcement of restrictions is virtually impossible, and even one or two irresponsible Yamaha yahoos can cause great and lasting damage. For this reason, the Middle Snake Group strongly opposes the idea of allowing wilderness boundaries to be dictated by ORV corridors as they are in S2055's proposals for the White Clouds, Trinities, and Red Mountain areas.

The most glaring outright omission in the entire act is probably the failure to include a single acre of the majestic

Boulder Mountains. This area contains many high peaks and little potential conflict from any other uses. Like the Rapid River and portions of the Sawtooth completion, this area has been omitted with no apparent reason. Our fear is that, despite the promises that each area would be considered on its own merits, there has been considerable pressure to keep the total acreage in this proposal below a certain figure, and that these areas have been sacrificed to such pressure.

The Pioneer Mountains may have also suffered from this pressure to a lesser extent. Although much spectacular country is protected, the omission of large portions of the eastern part seems to be without any clear justification. In particular, the vicinity of the Fall Creek drainage, Moose Lake, Angel Lake, Surprise Valley, and Standhope peak is as wild and rugged a piece of country as you will find in Idaho. (I know from personal experience that it can be tricky even finding the trail into Surprise Valley!) This proposal ought to be extended to include these equally wild eastern sections.

Finally, returning to the Smoky Mountain and Lime Creek areas, I repeat that the Sierra Club has serious reservations about the proposed special management language. Improved special management language might be acceptable for the Lime Creek area, especially if the boundaries are extended to include the lower part of the drainage (in the Boise NF). However, we feel that a large portion of the Smoky Mountains is deserving of wilderness designation. (To re-emphasize the point that mechanized access leads to abuse, I have another trash story to relate. Last June a friend and I climbed Big Peak, the massive, rounded centerpiece of the Smokies. On the way down, miles from even a trail, we found several dozen aluminum pop cans, apparently left by a helicopter crew that had once landed in the area for some reason. We carried them all out.)

In summary, while the wilderness designations proposed in S.2055 represent a promising start, they contain too much gerrymandering for the benefit of ORV's and too many omissions of areas that have no conflicts from other uses. The bill does not go far enough in striking a reasonable compromise with its House counterpart H.R.1512, the Idaho Wilderness Act, which is itself already a compromise. Furthermore, most of the special management provisions in this act are completely unacceptable attempts to circumvent existing laws and established procedures, and to unduly limit public involvement and right to appeal. Unless these provisions are eliminated, this bill will remain unacceptable not only to the Sierra Club, but also, I am convinced, to the people of Idaho and of the United States.

On behalf of the Middle Snake Group of the Sierra Club, I thank you and your committee for your attention and consideration.

Sincerely,

Steve Grantham

Steve Grantham, Chair
Middle Snake Group

Senator McCLURE. An old friend and a usual witness, Ernie Day.

Mr. DAY. Thank you, Senator.

Senator McCLURE. They tell me you have to pull all three of those microphones up, Ernie. You don't want to miss your chance to be heard.

STATEMENT OF ERNIE DAY, THE WILDERNESS SOCIETY

Mr. DAY. Thank you. I am Ernie Day from Boise, Idaho. Today I represent the Wilderness Society. I am a member of the National Wilderness Council which is akin to a board of directors of a financial or a commercial institution.

I appreciate the opportunity to appear here and state our case. I've got eight pages of it here and five minutes.

Senator McCLURE. Only eight pages?

Mr. DAY. I think I'll wing it, if it's all right with you.

Senator McCLURE. All eight pages will be submitted into the record.

Mr. DAY. Okay. Then I'll wing it.

It's probably a fortunate thing for me that Senator Symms had to leave, because I couldn't have withstood the temptation of spending my whole five minutes in rebuttal to his remarks.

[Whereupon Senator Symms re-entered the hearing, and there was laughter and applause.]

Mr. DAY. That's great. We'll do that when we're talking about something other than this important bit of legislation here.

It is stated that this is a balanced bill, and I guess it is. It depends on your perspective. And we're all here as part of the democratic process to advocate our positions. And as such, I make no apology for ours.

It does make you a little more picky, though, when you're handed something with the admonition that this is it. So perhaps I've combed the thing a little more, and I could have got by with five pages if we hadn't had that admonition.

It does seem to me that the candor of the title of this bill is admirable. It isn't called an Idaho Wilderness Bill. It's called an Idaho Forest Management Act, and wilderness is a part of its picture. I guess that's part of what makes it balanced.

But to me we are discussing the best of the rest of our roadless areas. And as such, it's really difficult to do it in five minutes. But I can appreciate the reason for the time constraints. So I do hope the rest of it will be read, Senator.

There are three of the most glaring problems, in my opinion, or the deficiencies, you might say. One is the treatment of the South Fork of the Salmon River.

Twenty years ago before that debacle when the sides of the hills rolled down into the river and we lost it as a fishery for 20 years plus, I used to fish that. And we had to take our own rock to get into that place to fish on that. It was that popular. The cars were parked bumper to bumper. And a dentist friend of mine and I took our sleeping bags so we could sleep by the hole that we wanted. Four people beat us to it in the morning.

I only bring that up to show what an intensely utilized resource that was. And we've lost that for at least 20 years.

And the language in this bill indicates to me that there is a very definite possibility that that could happen again. I don't think that country should be touched. Especially for possibly the low cost timber sales, which have to be actually subsidized by the public in two ways.

One, they don't make money. The other is we're sacrificing some of the best of the rest to do this.

In 30 years I've had the opportunity to serve on several positions that got me out of Idaho, and I got a little different perspective on this. At the National Wildlife Federation convention, I used to sit as a delegate between Illinois and Hawaii. And one day I was commiserating with the gentleman from Illinois about all the troubles we were having preserving our wild country, and he says "You should have it so good. We frittered ours away—" And that wasn't the word he used—"100 years ago." So wilderness is called geography of hope. And we in Idaho have the privilege of living close to more hopeful geography than almost anybody I know. And it's to our discredit if we fritter this away and future generations have short shrift and a vague, vague, vague economic deficit to offset it.

The second thing that I know my friend on my left here will hit, and that's the inadequacies of the French Creek language and the fact that it will be managed the way it is. So I'll skip over that.

The third is the White Clouds. It's only a fifth of the good area there. And that is cut by a corridor. I'm exceptionally disappointed in the treatment the White Cloud Mountains would have under this bill.

I appreciate the chance to appear here before you.

Senator McClure. Thank you, Ernie.

[The prepared statement of Mr. Day follows:]

THE WILDERNESS SOCIETY

INTERMOUNTAIN REGION

TESTIMONY PRESENTED BY ERNIE DAY, 2433 CLAREMONT DRIVE, BOISE, IDAHO, MEMBER OF THE NATIONAL GOVERNING COUNCIL OF THE WILDERNESS SOCIETY, ON S.2055, THE IDAHO FOREST MANAGEMENT ACT, MARCH 11, 1988.

I am Ernie Day from Boise, Idaho. I will be representing The Wilderness Society today in my capacity as a member of the national Governing Council.

I will start by simply stating that S.2055, The Idaho Forest Management Act, is not balanced legislation. It appears to have two primary objectives: 1) To supply industry with the maximum amount of federally subsidized timber free from public process constraints of the National Forest Management Act (NFMA), and 2) To open up sensitive wildland to off-road vehicle (ORV) use regardless of environmental costs, professional judgement, or Recreational Visitor Day (RVD) user numbers.

This bill is filled with complicated language which would undermine the integrity of the Wilderness Act, the National Wilderness Preservation System, and the National Forest Management Act. The complex provisions contained within this legislation seem designed to virtually guarantee perpetual conflicts over forest use and interpretation of law well into the future. This bill will resolve very little. A more detailed critique of all of the provisions will be submitted by The Wilderness Society at a future hearing opportunity.

My testimony today will focus on the wilderness allocation portion of S.2055. In doing so it will be necessary to discuss some of the special management provisions affecting important areas that conservationists and sportsmen have proposed for wilderness. We do appreciate the fact that S.2055 is referred to as a forest management act because wilderness allocation seems to be an afterthought in this bill.

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(208) 343-8153

Throughout my lifetime I have been involved in many battles to protect American wilderness including the Wilderness Act of 1964, Idaho's Frank Church River of No Return, Hell's Canyon, and the Sawtooth. Giving ourselves the gift of wilderness is one of the best ideas we have ever come up with as a civilized people. As the great American author and fellow Council Member Wallace Stegner states it, wilderness represents a "geography of hope."

We in Idaho are very fortunate to live near more hopeful geography than exists in any state except Alaska. We have a magnificent opportunity to preserve whole ecosystems, whole watersheds, and whole mountain ranges. There have been very few times in our history as a nation that we have had this type of opportunity. Alaska is perhaps the best example of our seizing an opportunity before it was too late. All too often we end up fighting over remnants of what once was a complete ecosystem or watershed. S.2055 fails to take advantage of our wilderness preservation opportunities. Not only were entire roadless areas completely left out of this bill, but those areas given wilderness designation were often given inadequate boundaries that make no ecological sense.

One area which is protected in its entirety is Long Canyon and the Selkirk Crest. We appreciate this. Unfortunately this designation is paired with one of the most objectionable provisions in the bill, the Bonners Ferry Special Management Area. This provision would undermine Grizzly Bear recovery and nullify public process established by the NFMA. It is modeled after section 705 of the Alaska National Interest Lands Act which guides management of the Tongass National Forest. Section 705 has turned out to be a public policy failure which Congress is now correcting.

The proposed Mallard-Larkins wilderness, in our opinion, falls 80,000 acres short. Important drainages were left out. These lands contain some of the best fish and wildlife habitat in the region. The special management language given to these missing drainages will not only fail to prevent environmental degradation, it guarantees permanent development. In fact, the not so special language is taken directly from the Clearwater National Forest Plan. This language is one of the reasons why conservation and sportsmen groups are appealing this Plan. This bill hard releases critical fish and wildlife habitat before the public process established by the NFMA has been completed.

Over 60,000 acres are missing from the Great Burn including most of the Bitterroot Divide. This missing link would connect the Idaho and Montana proposals thus maintaining the ecological integrity of this scientifically important wildland.

The greatest failure of this bill is its lack of protection for the South Fork of the Salmon River. The not so special management given to this world class drainage virtually guarantees it will never be restored to its full potential as the primary spawning area for summer chinook salmon. This bill would legislate unproven and ineffective methods of mitigation and prediction for sediment. What is most important is that new man-caused sediment is not being prohibited. What mitigation there will be is after the fact. Mining trees in this drainage is both physically and economically deplorable and fraught with further catastrophic possibilities.

French Creek, another magnificent drainage is also given not so special management treatment. In fact, the language which would allow development of this drainage is also taken directly from the Payette National Forest Plan. It would be given the sanction of law before the NFMA established planning process is even completed. Once again, an area is hard released prior to the completion of established public process.

Closer to home, the Boise National Forest was given especially poor treatment in this bill. Only the east side of Red Mountain, and portions of the Sawtooth Completion and the Trinities, would be designated wilderness. Important wildlife habitat such as the lower elevation portion of the Trinities would be left out. Huge accommodations to ORV users were made throughout despite the fact that 76% of this forest is already open to motorized use.

The Smoky Mountains Special Management Area actually sanctions the use of ORVs in sensitive areas. This is despite the fact that according to the Sawtooth National Forest Plan, "the majority of the dispersed recreation use is non-motorized. The existing roads and trails leading into the area receive little maintenance, and the ORV use on many trails significantly disrupt the natural processes."

The alternating trail use scheme devised for the Smokies would be a management nightmare. ORVs require a very different type of trail from hikers or horses. Most of the trails in the Smoky Mountains have been long established by hiker and horse use. Forest Service data shows that there has been significant ORV use off trail. Enforcement would be nearly impossible as it already is on public lands. Once again, this bill would guarantee user conflict for years to come. The Smoky Mountains should be designated wilderness.

Without a doubt, the crown jewel of our remaining roadless national forest land in the western United States is the Boulder-White Clouds. It would be impossible to find an area more worthy of wilderness designation than this popular wildland. The conservationists 450,000 acre proposal represents an entire ecosystem from low elevation to spectacular peaks and lakes. It encompasses two mountain ranges. Preservation of the Boulder-White Clouds in their entirety represents the kind of opportunity which is rare today.

Unbelievably, S.2055 would only designate one fifth of this roadless area as wilderness. Even this small amount of wilderness protection would be split into two units to allow for ORV use. This unbalanced proposal favors ORV users despite the fact that only one percent of the RVDs recorded for the White Clouds consists of this type of use. This entire area is a hikers paradise and Forest Service use figures confirm this. There are 1,300 miles of primitive roads and trails open to motorized use immediately surrounding the Boulder-White Clouds. This area should be preserved as wilderness in its entirety.

We were happy to see that some of the Pioneer Mountains have received wilderness protection. However, it falls about 65,000 acres short of what we proposed. The popular and scenic Challis National Forest side has been omitted for no apparent reason. It should be added.

A glaring omission in the Eastern portion of the state is the Northern Lemhi Mountains. This lush mountain range is both scenic and biologically diverse. It encompasses both summer and winter range for goats and elk. This area was once recommended by the Forest Service for wilderness designation.

We recommend that the boundaries for both the Palisades and Bear Creek be expanded. The western boundary for Bear Creek cuts across ridges and drainages and makes little ecological sense. Because of the Palisades location within The Greater Yellowstone Ecosystem, we recommend that the entire area that we have proposed be included in order to protect critical wildlife habitat.

As a wilderness bill, S.2055 is woefully inadequate and the wilderness it would establish would be second class in relation to other already established areas because of special provisions included in this bill.

As a forest management bill, S.2055 would hard release outstanding fish and wildlife habitat to permanent development. While doing so, public process established by the NFMA would be eliminated.

Due to these inadequacies The Wilderness Society has no choice but to oppose S.2055 in its present form.

Senator McClure. Next witness, Paul Fritz.

STATEMENT OF PAUL FRITZ, IDAHO WILDLIFE FEDERATION

Mr. Fritz. Thank you, Senator. I am Paul Fritz representing the Idaho Wildlife Federation.

Kent Henderson, the president of Idaho Wildlife Federation will provide you with comments on Title I, Title II, and Title III of the Special Provision of the Act at the Couer d'Alene meeting. I will concentrate on strictly areas proposed with acreages.

We feel that S. 2055 is a fine starting point on any future wilderness system in Idaho, but we feel that it's just a starting point that needs many revisions.

We support approximately 217,000 acres that are under the S. 2055. Also we wish to support other areas that were presented by the Idaho Fish and Game Commission back in 1984, and those areas are concentrating in mostly the elk habitat country of northern Idaho and eastern Idaho. And those totals come to 1.6-million acres.

Then we follow through with others, and we support the Idaho Wildman's Defense Coalition in their proposal for the Payette Crest, the Pioneer Mountains and the Boulder/White Clouds. For instance in the Boulder/White Clouds, we feel 450,000 acres should be preserved there.

The same with the Smoky Mountains, 130,000 acres.

And the Targee Forest, we feel the southern end of the Lemhi Range should be preserved under wilderness for a total of 130,000 acres.

The total fully within the Idaho Wildman's Defense Coalition, as we feel we can support, is 1.6-million acres.

So with the three sections, S. 2055, the Idaho Fish and Game Commission proposal and the Idaho Wildman's Defense Coalition, we support over 3.5-million acres.

In many cases, we feel that logging is not a problem on a lot of the Forest Service lands. It's really the wide over-engineered roads that are being built that are the problem.

And in many cases, too, the Forest Service budget needs to be increased for wildlife and fisheries.

In the past few years, I've noticed that the Forest Service budget is normally only three percent contingent for Wildlife and fisheries. Thank you for allowing me to comment.

[The prepared statement of Mr. Fritz follows:]

P. FRITZ
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THIRD DISTRICT
Counties: Washington, Valley, Payette, Gem, Canyon
Ada, Owyhee, Boise, Adams, and Elmore

FOR THE HEARING RECORD, S. 2055

BOISE, IDAHO MARCH 11, 1988

I am Paul Fritz, writing on behalf of the Idaho Wildlife Federation, regarding comments to Senate Bill S. 2055, the proposed "Idaho Forest Management Act of 1988".

Kent Henderson, President of the Idaho Wildlife Federation, will provide you with comments on Title I, Title II and Title III of the Special Provisions of the Act at the Coeur d'Alene hearing. My comments will concentrate on areas proposed with acreeges.

We realize that S. 2055 is a fine starting point on any future wilderness systems in Idaho, and wish to offer suggestions as to areas that will lead to legislation that is acceptable to Congress.

Idaho's remaining wild lands offer unique high quality hunting and fishing opportunities that can match any other state's resources in the United States. The wilderness lands we hope to set aside protect threatened and endangered species (grizzly bear and caribou), high mountain lakes and meadows, bighorn sheep, mountain goats, and moose. It also provides high quality waters for anadromous fish, blue ribbon streams and rivers, and many areas that supply excellent elk habitat and elk hunting.

We support the following areas that are recommended for wilderness areas under S. 2055:

Panhandle N.F.

Salmo-Priest	22,600 acres
Selkirk Crest	54,800 acres
subtotal	77,400

Affiliated with the National Wildlife Federation

P. FRITZ
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Targhee N.F.

Winegar Hole addition	3,500 acres
Italian Peaks	54,600 acres
Lionhead	16,300 acres
subtotal	74400 acres

Sawtooth & Boise N.F.

Sawtooth addition (Hanson Lakes only)	48,000 acres

Caribou N.F.

Mt. Naomi	18,100 acres
Total under S. 2055	217,900 acres ★

We also support the following areas that were presented by the Idaho Fish and Game Commission before the House Interior Committee concerning H.R. 5425, The Idaho Forest Management Act of 1984, Washington, D.C. on June 14, 1984.

They are as follows:

Panhandle N.F.	Roadless Area No.	Acreage
Mallard-Larkins	E1.300	12,677
Mallard-Larkins	G1.300	16,435
North Fork	1,147	32,100
Sheep Mtn.-State Line	A1 799	21,091
Sheep Mtn.-State Line	B1 799	9049
Lost Creek	1,137	11,600
	subtotal	102,952 acres

P, Fritz
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THIRD DISTRICT
Counties: Washington, Valley, Payette, Gem, Canyon
Ada, Owyhee, Boise, Adams, and Elmore

Panhandle & Clearwater N.F.	Roadless Area No.	Acreage
Mallard-Larkins	A1 300	13,975
Mallard-Larkins	B1 300	60,881
Mallard-Larkins	C1 300	12,167
Mallard-Larkins	P1 300	69,045

subtotal - 156,068 acres

Clearwater N.F.	Roadless Area No.	Acreage
Hoodoo	1.301	100,100
Bighorn-Weitas (Cayuse CK)	1.306	79,300
Bighorn-Weitas (Excl. Cayuse CK)	1.306	152,200
Kelly	B1.301	29,400
Moose Mtn.	1.305	18,373
Meadow CK. - Upper No. Fork	1.302	47,200
Weir CK. - Post Office	1.308	27,200
NF Spruce-White Sands	1.314	35,089
Sneakfoot Meadows	1.309	

subtotal ~ 488,862 acres

Nez Perce N.F.	Roadless Area No.	Acreage
Rapid River	1.922	28,100 acres
Payette N.F.		
Rapid River	4,922	123,400 acres
Boise N.F.		
Ten Mile West	W4.061	85,424 acres

P. Fritz
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IDAHO WILDLIFE FEDERATION
THIRD DISTRICT
Counties: Washington, Valley, Payette, Gem, Canyon
Ada, Owyhee, Boise, Adams, and Elmore

Boise & Sawtooth N.F.	Roadless Area No.	Acreage
Ten Mile East Sawtooth	E 4.061	22,016
Ten Mile East Boise	E 4.061	18,983
	subtotal	40,999 acres
Challis N.F.		
Borah Peak	14.210	119,864 acres
Caribou N.F.		
Caribou City	4.161	84,120
Stump CK.	4.162	103,640
Bear CK.	4.615	20,150
	subtotal	207,910 acres
Targhee N.F.		
Poker Peak	4.616	18,600
Garns Mtn.	4.611	114,790
Bear CK.	4.615	78,700
	subtotal	212,090 acres
Salmon N.F.		
Anderson Mtn.	4.942	18,340
NW Bighole	N4.943	7,190
Middle W. Bighole	M4.943	44,505
	subtotal	70,035 acres

Total under I.F.G. Comm.

1,635,704 acres *

P. FRITZ
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IDAHO WILDLIFE FEDERATION
THIRD DISTRICT
Counties: Washington, Valley, Payette, Gem, Canyon
Ada, Owyhee, Boise, Adams, and Elmore

Finally, we also support other areas that are included in proposals recommended by the Idaho Wildlands Defense Coalition. They are as follows:

Payette N.F.	
Payette Crest – includes Needles, Secesh, Caton Lake, French CK/Patrick Butte	441,000 acres
Boise N.F.	
Red Mountain	100,100
Trinities	121,000
Danskin / So. Fork Boise River	19,200
Lime Creek	90,000
subtotal	330,300 acres
Sawtooth & Challis N.F.	
Pioneer Mountains	182,000
Boulder / White Clouds	450,000
subtotal	632,000 acres
Sawtooth N.F.	
Smoky Mountains	130,000
Cache Peak	25,000
subtotal	155,000 acres
Targhee N.F.	
Diamond PK, Lemhi Range	130,000 acres

Total under I.W.D.C – 1,688,300 acres *

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IDAHO WILDLIFE FEDERATION
THIRD DISTRICT
Counties: Washington, Valley, Payette, Gem, Canyon - Ada, Owyhee, Boise, Adams, and Elmore

Total Acreages supported:

S. 2055 proposals	217,900 *
Idaho Fish & Game Comm. proposals	1,635,704 *
Idaho Wildlands Defense Coalition	1,688,300 *
Acreage/Grand Total · Idaho Wildlife Federation	3,541,904 ***

In conclusion, the Idaho Wildlife Federation feels that wilderness designation is the best land management tool to protect critical wildlife, fisheries, and recreational values. The proposed 3.5 million acres, when added to the existing 3.8 million acres of designated wilderness will total about thirteen (13) % of Idaho, a truly lasting legacy for Idaho's future. Road management on the remaining nearly 87 % of Idaho will be a continued major issue facing wildlife and fisheries habitat.

We support higher budgets for wildlife programs in the future national forest cycles, enforcement of road closures and riparian monitoring/improvements, and continued public awareness education in wise natural resource management.

Thank you for theopportunity to provide input to this nationally significant issue.

Sincerely,

Paul Fritz

Paul Fritz
Secretary
Box 1772
Boise, Id. 83701

Senator McClure. Thank you very much.
Ron Mitchell.

STATEMENT OF RON MITCHELL, EXECUTIVE DIRECTOR, IDAHO SPORTSMEN'S COALITION, INC.

Mr. Mitchell. My name is Ron Mitchell, and I reside here in Boise, Idaho. I'm appearing as the executive director of the Idaho Sportsmen's Coalition.

I would like to thank Senator McClure and Governor Andrus and also Senator Symms for their presence. I would like to thank you gentlemen for giving me the opportunity to express the coalition's opinion on this bill, even though you've both stated you won't tolerate any changes to the bill. That's why I'm especially thankful to see Beth Norcross of Senator Bumpers' staff here, whom I've never had the pleasure of meeting. And I note that Carey Jones is here from Congressman Stallings' staff, because it appears that Idahoans must once again seek help for a good wilderness bill outside of the purview of Idaho's Republican Congressional delegation.

The Sportsmen's Coalition is adamantly opposed to this bill. It's a grotesquerie, to say the least, offering a pathetically small morsel of wilderness meat wrapped in rancid hard-release language, served on an unseemly whoopee cushion of pandering to motorcycle clubs. Congress has rejected inadequate wilderness acreage and hard-release language and damaging ORV traffic before, and we urge you to do so in regards to Senate Bill 2055.

This bill has been alleged as a carefully crafted compromise between developers and conservationists' concerns. It's not true. This is an agreement reached in secret between Andrus and McClure and nothing more. Our interests were not represented by either man.

The bill is also described as an exquisite balancing of completing demands and development conservation. Again, this isn't true.

Only 50 miles of the 4,500 miles of forest roads to be built in the next decade under the forest plans are excluded by this bill. The logging operators have 99 percent of their desired access to their priority areas. It is ridiculous to call that compromise. Again, only one percent of those roads are excluded by this bill.

Senator McClure has exhorted us to give a little in regards to areas and acreages. But this bill leaves us the doormat and takes the house. Consider how this bill treats primary reasons for establishing wilderness: fish, wildlife and recreation. The bottom line for any Idaho bill should be the 1.8-million wilderness proposal of the Idaho Fish and Game Commission, which represents the opinions of the pros, the fish and wildlife biologists.

The Commission told Congress they represented areas, quote, "solely on their merits as critical wildlife habitats or recreation areas. The Commission has recommended that only the most critical 1.8 of the remaining 8.2-million acres of roadless lands be classified as wilderness," unquote.

They further urged the committee, quote, "to consider the 1.8 million acres of wilderness as a bare minimum figure." Bare minimum. So how does this bill treat the bare minimum? Does it give a little? Hardly. It hogs 60 percent of the bare minimum. Only 661,651 acres, or about 40 percent of the Commission's 1.8-millide in this bill. That 661,651 acres is, for practical purposes, nearly identical to Senator McClure's 526,000 package back in 1984.

So we ask, where is the give? Where is the compromise? I have attached a list of the Commission's areas that they proposed.

In addition, the South Fork of the Salmon River, French Creek and the North Lemhis should be classified as wilderness, something the Commission didn't do because they assumed wrongly that they would be protected under the Forest Plans.

The South Fork is scheduled for intensive development under the plans in this bill. Both treat it just as another fragile forest area. But it is time its unique race of summer chinook salmon, its wild steelhead, its bald eagles, gray wolves, elk, bighorn sheep and mountain goats are recognized as an unusual conglomeration deserving permanent protection.

The same holds true for French Creek's elk and anadromous fish resources. To remove French Creek from the timber base would reduce the allowable sale quantity on the Payette Forest by 3.9-million board feet each of the next ten years. In effect, not impacting the actual cut one bit, which over the last ten years has averaged about 62-million board feet a year. To cut that 3.9-million board feet, it would require taxpayer subsidies because the timber is of low to moderate value.

It makes sense to recognize what the Payette Forest did in RARE I, that it has extremely high wilderness values.

Finally, the forest plans schedule the entire eastern face of the North Lemhis for logging of critical Douglas fir habitat, again, at taxpayer expense.

If you've seen the forest plan Salmon which just came out, it will show you that the management prescribed by the Forest Service is not going to protect that critical Douglas fir habitat.

In closing, we urge the committee to remember that these are national lands belonging to all Americans, not just Idahoans, and we hope that you'll preserve them.

And I thank you for giving me this opportunity to express one opinion.

Senator McClure. Thank you.

[The attachment to the prepared statement of Mr. Mitchell follows:]

ATTACHMENT (1 of 6) TO STATEMEN
OF JERRY CONLEY, DIRECTOR, IDAH
DEPARTMENT OF FISH AND GAME
JUNE 14, 1984

IDAHO FISH AND GAME COMMISSION

AREAS RECOMMENDED FOR WILDERNESS DESIGNATION

1. July 22, 1983:

Roadless Area Number	Roadless Area Name	Approximate Acres
Panhandle National Forest		
A1.981	Salmo-Priest	14,678
Panhandle and Clearwater National Forests		
A1.300	Mallard-Larkins	13,975
B1.300	Mallard-Larkins	60,881
C1.300	Mallard-Larkins	12,167
P1.300	Mallard-Larkins	69,045
		156,068
Clearwater National Forest		
Q1.301	Hoodoo	100,100
1.306	Bighorn-Weitas (237,500) Cayuse Creek drainage only	79,300
B1.301	Kelly	29,400
1.305	Moose Mtn.	18,373 7
Boise and Sawtooth National Forests		
E4.061	Ten Mile E Sawtooth	22,016
E4.061	Ten Mile E Boise	18,983
		40,999
Challis National Forest		
14.210	Borah Peak	119,864
	Subtotal	558,782

185,180 - Mallard -Larkins

2. March 21, 1984:
(Areas Formerly Recommended for Roadless or Further Planning Category)

Roadless Area		
Number	Name	Approximate Acres
Panhandle National Forests		
E1.300	Mallard-Larkin	12,677
G1.300	Mallard-Larkin	16,435
1.147	North Fork	32,100
A1.799	Sheep Mtn.-State Line	21,091
B1.799	Sheep Mtn.-State Line	9,049
1.137	Lost Creek	11,600
Clearwater National Forest		
Q1.306	Bighorn-Wietas (portion outside Cayuse Cr. drainage)	152,200
1.302	Meadow Cr.-Upper North Fork	47,200
1.308	Weir Cr.-Post Office	27,200
Nezperce National Forest		
1.922	Rapid River	28,100
Payette National Forest		
4.922	Rapid River	123,400
Boise National Forest		
W4.061	Ten Mile West	85,424
Sawtooth National Forest		
I4.553	S. Boise-Yuba (INT)	87,330
N4.201	Pioneer Mtn.	62,392
Caribou National Forest		
4.161	Caribou City	84,120
4.162	Stump Creek	103,640
4.615	Bear Creek	20,150

2. March 21, 1984 (cont.):

Roadless Area			Approximate Acres
Name	Name		
Targhee Naional Forest			
4.616	Poker Peak		18,600
4.611	Garn's Mtn.		114,790
4.615	Bear Creek		78,700
Salmon National Forest			
4.942	Anderson Mt.		18,340
N4.943	NW Bighole		7,190
M4.943	Middle W Bighole		44,505
		Subtotal	1,206,233

3. May 17, 1984:

(Additions in Salmo-Priest and Elk Summit Areas)

Panhandle National Forests			
B1.981	Salmo-Priest		4,922
Clearwater National Forest			
1.309	NF Spruce-White Sands	(portions of White Sand Cr. drainage)*	35,089
X1.314	Sneakfoot Meadows		
		Subtotal	40,011
		Cumulative Total	1,805,026

*E side of White Sand Cr. drainage from Trail #47 upstream to Colt Cr.; entire White Sand Cr. drainage upstream from Colt Cr.; S side of Colt Cr. drainage upstream to the Elk Summit road; entire Colt Cr. drainage upstream from the Elk Summit road.

ATTACHMENT (2 of 6) TO STATEMENT
OF JERRY CONLEY, DIRECTOR, IDAHO
DEPARTMENT OF FISH AND GAME
JUNE 14, 1984

Agenda Item 5B

Commissioner ________ moved, Commissioner ____________ seconded, and the motion passed ADOPTING THE FOLLOWING POSITION REGARDING NATIONAL FOREST ROADLESS AREAS AND WILDERNESS.

DURING HEARINGS CONCERNING NATIONAL FOREST ROADLESS AREAS AND WILDERNESS LEGISLATION HELD IN AUGUST, 1983, THE COMMISSION RECOMMENDED THAT .6 MILLION ACRES IN ELEVEN ROADLESS AREAS SHOULD BE DESIGNATED AS WILDERNESS AND THAT 1.2 MILLION ACRES IN 23 ROADLESS AREAS NEED NOT BE DESIGNATED WILDERNESS BUT SHOULD REMAIN ROADLESS.

THIS POSITION WAS BASED ON THE ASSUMPTION THAT EVALUATION OF LAND CAPABILITY AND ECONOMICS IN THE NORMAL FOREST PLANNING PROCESS WOULD ALLOCATE MANY AREAS TO ROADLESS PRESCRIPTIONS AND PROVIDE FOR RECONSIDERATION OF SUCH AREAS FOR WILDERNESS IN FUTURE PLAN REVISIONS.

IN JANUARY, 1984 THE U.S. FOREST SERVICE ISSUED A DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) ON THE RESOURCES PLANNING ACT PROGRAM FOR 1985-2030 (RPA-85) WHICH WILL ULTIMATELY DETERMINE MANAGEMENT DIRECTION FOR THE ENTIRE NATIONAL FOREST SYSTEM AND SUBSTANTIALLY AFFECT THE FUTURE OF WILDLIFE AND HUNTING AND FISHING IN IDAHO. THIS DOCUMENT INCLUDES UNREALISTICALLY LOW ECONOMIC VALUES FOR WILDLIFE AND RECREATION AND THEREFORE DISTORTS THE RELATIVE VALUES IN FAVOR OF TIMBER. THIS INCREASES THE PROBABILITY THAT TIMBER HARVEST WITH ITS ASSOCIATED ROAD CONSTRUCTION WOULD BE PROGRAMMED FOR AREAS THAT WOULD OTHERWISE REMAIN ROADLESS UNDER A MORE REALISTIC EVALUATION.

Senator McClure. Alan Hausrath.

STATEMENT OF ALAN R. HAUSRATH, PRESIDENT, IDAHO ENVIRONMENTAL COUNCIL

Mr. Hausrath. Good morning, Senator McClure, Governor Andrus, Senator Symms and representative of the committee.

My name is Alan Hausrath. I reside here in Boise. I am president of the Idaho Environmental Council. My testimony represents the positions of the council.

I would like to thank the committee and its staff for making it possible for me and other Idahoans finally to testify about this terrible piece of legislation.

Before addressing S. 2055 itself, I would like to comment on the process which led to this proposal and today's hearing.

This bill is the result of secret negotiations between only two men. The rest of the citizens of Idaho and the United States were completely shut out of the process until now. Like most policy and laws, it was developed in secrecy with no public comment allowed. It is a severely flawed document.

It was not introduced to the Senate until February 16th, less than four weeks ago. Firm dates were not announced for the hearings until February 25th, exactly two weeks before yesterday's hearing in Idaho Falls. And the text of S. 2055 was only available in Idaho on that date.

The public has had only two weeks to prepare for this hearing. And the IEC does not believe such a rushed schedule leads to good government in general, or to a decent wilderness bill for Idaho in particular.

We have now waited almost ten years for an Idaho wilderness bill. After waiting that long, we must ask, what's the hurry now? IEC would prefer to wait ten years longer and do the job right than to pass S. 2055.

In brief, then, we urge that S. 2055 be defeated, and that H.R. 1512 be substituted instead.

Why are we so angry and disappointed with S. 2055? There are approximately 9.3 million acres of roadless areas in Idaho. The Idaho Environmental Council has supported and continues to support the designation of about 4.9-million acres of wilderness and 2-million acreas of reserved areas.

A copy of our wilderness proposal will be submitted with our written testimony.

However, we have endorced H.R. 1512, the Idaho Wilderness Bill, which would designate some 3.9-million acres of wilderness, less than half, as a reasonable starting point for a compromise.

Basically S. 2055 fails to protect the areas that most need protection. And those that it does protect have inadequate boundaries. For example, in the White Clouds, perhaps Idaho's most precious area, S. 2055 designates only 100,000 acres of wilderness in two separate units out of a total roadless area of almost a half a million acres.

Let me explain the personal interest I have in passing a good wilderness bill for Idaho. I teach at Boise State University. In my area, mathematics, the United States now produces fewer people who want to teach in college than there are vacancies available. However, we at Boise State have had little difficulty in hiring good people. They come because of the wilderness close to Boise. I am afraid that if S. 2055 passes, it will become more difficult to hire the qualified and competent people we need at Boise State.

And I am sure that the same thing holds true of our sister institutions in Idaho, and I urge the committe to reject S. 2055 so as not to make it any more difficult than it already is to attract the qualified people Idaho needs for its economic development.

Breadwinner, all of Red Mountain, all of the Sawtooth Completion, the entire Trinities, all of Snowbank, Danskin-South Fork, Boise, and Peace Rock are the minimum wilderness designations and preserve Boise's quality of life.

We will make detailed comments about the special management areas in our written testimony, and I will just touch on them now.

The language establishing the Bonners Ferry special management area includes the phrase, and I quote here, I believe I'm quoting correctly, "notwithstanding any other provision of law, the secretary shall . . ." And then it goes on to list a number of things that the secretary shall do.

The IEC, as a citizens' group, cannot support language which removes citizens' rights to insist that laws passed by Congress be enforced. We urge the Congress to remove all of Section 103 part (a), part (1).

Section 103(a), parts (2) through (5) appear to translate forest plan language into legislation. The IEC believes it is bad practice to write the Forest Plans into the law. What will happen if new research or information causes the Forest Service to change its plans? Must it then seek legislative approval? This is in fact a disguise version of hard release. Congress has rejected hard release in the past and should do so again.

Title III of the last part of the bill is a potpourri of precedent setting anti-wilderness language and should either be removed or strongly modified.

Our written testimony will contain a more detailed analysis.

In summary, we urge the Senator to kill this bill and replace it with H.R. 1512, a bill which Idahoans can be proud of.

Thank you very much for the opportunity to testify today.

Senator McClure. Thank you.

[The prepared statement of Mr. Hausrath follows:]

Idaho Environmental Council
P.O. Box 1708
Idaho Falls, Idaho 83401

FOR THE HEARING RECORD

TESTIMONY OF ALAN R. HAUSRATH

PRESIDENT, IDAHO ENVIRONMENTAL COUNCIL

BEFORE THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

MARCH 11, 1988 - - - BOISE, IDAHO

My name is Alan Hausrath and I reside at 1820 N. 7th Street, Boise Idaho 83702. I am President of the Idaho Environmental Council and my testimony here today represents the position of the Council and its board of directors.

It is a pleasure to be here and I would like to thank the Committee and its staff for making it possible for me and other Idahoans finally to testify about this terrible piece of legislation.

Before addressing S 2055 itself, I would like to direct my attention to the process which led to this proposal and today's hearing. This bill is the result of the secret negotiations between only two men: the rest of the citizens of Idaho and the United States were completely shut out of the process leading to S 2055. Like most policy and laws developed in secrecy with no public comment allowed, it is a severely flawed document. Although the legislation was publicly announced on December 30 of last year, it was not completely finished and introduced into the Senate until February 16, 1988, less than four weeks ago. Firm dates were not announced for the hearings until February 25, exactly two weeks before yesterday's hearing in Idaho Falls, and the text of S 2055 was only available on that date.

The public has had only two weeks to prepare for this hearing and we of the I.E.C. do not believe that such a rushed schedule will lead to good government in general or a decent Wilderness bill for Idaho in particular. With this degree of hurry, we can only conclude that the authors of this legislation are embarrassed by their work and want the public to have only the smallest of glimpses of it.

We have now waited almost ten years for an Idaho Wilderness Bill. After waiting that long we must ask "What is the hurry now." The I.E.C. would prefer to wait ten years longer and do the job right than to pass S 2055 at this time.

In brief, we urge that S 2055 not be passed and that HR 1512 be substituted instead. The remainder of our testimony will justify this position.

Let us now turn to a detailed analysis of the provisions of S 2055.

TITLE I. Section 102. There are approximately 9.3 million acres of roadless areas in Idaho. The Idaho Environmental Council has supported and continues to support the designation of about 4.9 million acres of Wilderness and 2 million acres of "reserved areas." A copy of our Wilderness proposal is attached to this testimony. However, we have endorsed HR 1512, the Idaho Wilderness Bill, which would designate some 3.9 million acres of Wilderness, as a reasonable starting point for a compromise.

The Idaho Environmental Council wants to see Idaho remain the way it is. We believe that HR 1512 is the best vehicle to achieve that goal and we urge the Energy and Natural Resources Committee to include the areas proposed in HR 1512 with the boundaries included there.

Section 103. (a)(1) The Bonner's Ferry Special Management Area. The language establishing the Bonner's Ferry SMA inludes the phrase "Notwithstanding any other provision of law, the Secretary shall . . .." The I.E.C., as a citizen's group, cannot support language which removes citizens' rights to insist that laws passed by the Congress be enforced. We urge the Committee to remove all of Section 103.(a)(1).

Section 103. (a)(2)-(5) These sections appear to translate Forest Plan language into legislation. The I.E.C. believes that this is bad practice for two reasons. First, the Clearwater National Forest Plan is currently under appeal by a coalition of conservation groups, including the I.E.C. Should the Congress pass S 2055, it would effectively moot that appeal. We believe that the appeal should be decided on its merits and urge the Committee to remove these sections from S 2055.

Secondly, the I.E.C. believes that it is bad practice to write Forest Plans into law. What will happen if new research or information causes the Forest Service to change its plans? Must they then seek legislative approval? This is in fact a disguised version of "hard release." Congress has rejected hard release in the past and should do so again.

Section 103. (a)(6). The proposed South Fork SMA appears to offer less protection to the South Fork Salmon River than does the draft Payette National Forest Plan. The I.E.C. would prefer more protection than that given by the Forest Plan and urges that this section be struck.

Section 103. (a)(7)&(8). The I.E.C. continues to support Wilderness for the Smokies but could accept Special Management Area status for Lime Creek that made clear that no timber would be harvested, that had more rational boundaries, that did not mandate off-road vehicle use, and that did not forbid hikers and horsemen to use motorized trails. Legislatively designated ORV use is another form of backdoor "hard release" and the Congress should not allow it.

TITLE II. We understand that this is standard release language which has ample precedent and support it as such. However, if any of the language of TITLE II is novel and did not appear in the Wilderness Bills for our sister states of Oregon and Washington, then it should be removed.

TITLE III. TITLE III is a potpourri of precedent setting anti-Wilderness language and should either be removed or strongly modified.

Sec. 301. is redundant with the Wilderness Act and should be removed.

Sec. 302. (a) sets a precedent apparently in conflict with existing law. If the Congress wishes to set such a precedent, it should do so in suitable appropriate legislation, not in this fashion. Sec. 302 should be removed from S 2055.

Sec. 302. (b) merely expresses current practice: it should be removed.

Sec. 303. prevents the Forest Service from using a perfectly reasonable management tool: it should be removed.

Sec. 304. is redundant with the Wilderness Act and should be removed.

Sec. 305. forbids the Forest Service to make reasonable management decisions about landing strips and should be removed.

Sec. 308. denies the Forest Service needed flexibility in Wilderness management and should be removed. Sec. 308. (c) is particularly objectionable in that it makes the Forest Service subject to an Idaho State agency.

Sec. 309. sets a radical precedent with its definition of the word "road" and with its provisions for removing tracks from Congressionally designated Wildernesses. This section should be removed from S 2055.

Thank you for the opportunity to submit this testimony.

I.E.C. WILDERNESS PROPOSAL

The I.E.C. is currently recommending 4,960,301 acres of National Forest roadless areas for Wilderness and another 2,061,285 for "reserved" classification, which would be managed to protect wildlife and watershed values. The proposal was originally developed by the Idaho Wildlife Federation, primarily with habitat and water quality issues in mind. Since then, it has undergone some minor changes, mainly acreage corrections as more accurate information has become available. The proposal is also supported by the Idaho Outfitters and Guides Association. It is described in more detail below.

IDAHO ENVIRONMENTAL COUNCIL WILDERNESS RECOMMENDATIONS FOR CLASSIFICATION OF IDAHO'S REMAINING NATIONAL FOREST ROADLESS AREAS

We believe that this recommendation, "OPTION W", provides a realistic way to protect Idaho's remaining wildlands, wild rivers, wildlife, and way of life. Protection of this wildland heritage will ensure environmental and economic well-being for this and all future generations.

Roadless Area				Recommended Classification		
	Number			Acreage 2/		
ICP 1/	RARE II	RARE/Otner	Name	Wilderness	Reserved 3/	Remarks
Boise N.F.						
11		27	Peace Rock	196,122		
12		31	Red Mountain	110,930		
13	4553,4061 L48AAA	32 115	Sawtooth Completion	183,000		Contiguous with Sawtooth Wilderness
14		39,332	Trinities	127,444		
15		41	Danskin-South Fork Boise River	28,619		
34		23,23A, 25,25A	South Fork Salmon River		56,906	
35	4062	29	Snowbank Mountain		33,133	
36		30	Deadwood River		56,812	
37			Breadwinner		40,836	
		27(part)27A 469,470,470A	Curtiss Lake		31,264	
		436A,436B, 436C	Landmark Rock	22,684		Contiguous with RNRW 4/
	4453	460,514, 515	Riordan Creek		27,603	
		515	Black Lake	5,933		Contiguous with RNRW.
		517	Burnt Log		27,862	
			Total	674,732	274,416	
Caribou N.F.						
28,41	4160, 4161		Caribou City	93,460		
29	4179		Cache Crest	41,800		
30	4758		Mount Naomi	28,840		
31	4151		West Fork Mink Creek	17,000		
	4156		Elkhorn Mountain		45,600	
	4157		Oxford Mountain		43,100	
	4162		Stump Creek		103,640	
			Total	181,100	192,340	
Challis N.F.						
18	4210		Borah Peak	141,000		Contiguous with BLM, Burnt Aspen WSA 5/
19	4209		Pahsimeroi	78,250		
39	4211		King Mountain		94,680	
	4207		Loon Creek		113,200	Includes Sawtooth N.F. lands.
		125	Copper Basin		5,400	
		144	White Knob		53,760	
			Total	219,250	267,040	

1/ ICP: Idaho Conservationist Proposal (Idaho Wildlands Defense Coalition)

2/ Acreage: Estimates based upon available data.

3/ Reserved: Requested statutory classification - if not forthcoming, then IEC recommends the combined acreage of wilderness and reserved for wilderness, i.e.: 7,021,586 acres. (See definition, page 18.)

4/ RNRW: River of No Return Wilderness

5/ WSA: BLM Wilderness Study Area.

Roadless Area Number				Recommended Classification Acreage		
ICP	RARE II	RARE/Other	Name	Wilderness	Reserved	Remarks
Clearwater N.F.						
6	1301,1306		Great Burn	204,000	238,200	Contiguous with Montana.
7	1305		Moose Mountain	21,393		
8	1309	X1314	ELk Summit	55,788		Contiguous with Selway/ Bitterroot Wilderness.
32	1302,1313		North Fork Clearwater	45,102		Congiguous with Montana.
	1304		Pot Mountain		49,792	
33	1307		North Lochsa Slope		113,662	
	1308		Wier-Post Office		27,605	
	1311		Lochsa Face		73,027	
	1312		Eldorado Creek		7,878	
	1841		Radcliff-Gedney		34,710	Contiguous with Nezperce N.F.
			Total	326,283	539,874	
Nezperce N.F.						
		X1226	O'Hara-Falls Creek		23,800	
		X1227	Lick Point		7,500	
		X1228	Meadow Creek		4,100	Add to RARE II 1845C.
		X1229	Elk City Face		14,441	Add to RARE II 1845C.
		X1235	Dixie Summit-Nut Hill		13,990	
		X1243	Little Slate Creek		10,000	Add to RARE II 1851.
		X1244	John Day Creek		4,900	Add to RARE II 1852.
	1841		Rackcliff-Gedney		53,000	Contiguous with Clearwater N.F.
	1845C		Meadow Creek-West	90,084		Contiguous with RNRW.
	1845D		Meadow Creek-East	97,720		Contiguous with RNRW.
	1847		Mallard	20,770		Contiguous with RNRW.
	1849		Silver Creek-Pilot Knob		22,750	
	1852		John Day		8,970	
	1853		Big Canyon A	16,500		Contiguous with Hells Canyon Wilderness.
	1854		Klopton Creek-Corral Creek	24,300		Contiguous with Hells Canyon Wilderness.
	1855		Salmon Face	9,300		Contiguous with Hells Canyon Wilderness.
	1921		Gospel Hump	56,780		Contiguous with RNRW
	1922		Rapid River	25,500		Contiguous with Payette N.F.
			Total	340,954	163,451	
Panhandle N.F.						
1	1981		Salmo Priest	14,678		Contiguous with Washington
2	1125		Long Canyon-Selkirk Crest	66,000		
3	1662		Scotchman's Peak	20,000		Contiguous with Montana.
4	1148		Grandmother Mountain		29,000	Surrounds BLM WSA.
5	1300		Mallard-Larkins (including Boulder Creek)	340,000		
	1122		Blacktail Mountain		5,140	
	1123		Upper Priest Lake		14,680	
	1131		East Cathedral Peak		20,890	
	1132		Magee		36,930	
	1133		Tepee Creek		6,240	
	1134		Spy Glass		6,510	
	1136		Spion Kop		31,300	
	1137		Lost Creek	11,600		
	1664		Trout Creek	8,500		Contiguous with Montana.
	1799		Sheep Mountain-State Line	30,500		Contiguous with Montana.
			Total	491,278	150,690	
Payette N.F.						
9	4921		Salmon River Breaks	90,000		
10	4451,4455 4461	26A,26B 26C,26D	Payette Crest	441,000		Includes Boise N.F. lands.
	4062		Snowbank		2,130	
	4453		Meadow Creek		22,315	Contiguous with RNRW.
	4456		Placer Creek	7,141		
	4458		Chimney Rock	8,760		
	4459		Crystal Mountain	13,910		
	4464		Cuddy Mountain		45,705	
	4466		Council Mountain		16,236	
	4922		Rapid River	123,400		Contiguous with Nezperce N.F.
34		264,265	South Fork Salmon River		51,767	Contig. with Boise N.F.
			Total	684,211	138,153	

Roadless Area Number ICP	RARE II	RARE/Other	Name		Recommended Classification Acreage Wilderness	Reserved	Remarks
Salmon N.F.							
20	4503		North Lemhi Range		341,650		Includes Challis N.F. lands.
21	4943		West Bighole		70,560		Contiguous with Montana.
	4512		Agency Creek		10,240		Contiguous with Montana.
	4942		Anderson Mountain			18,340	Contiguous with Montana.
	4944		Goat Mountain			33,670	Contiguous with Montana.
	4945		Italian Peaks			52,540	Contiguous with Montana.
	4946		Allen Mountain			46,670	Contiguous with Montana.
				Total	422,450	151,220	
Sawtooth N.F.							
16	4201		Pioneers		182,000		Includes Challis N.F. and BLM lands.
17	4582		Cache Peak			28,001	
38	4552	320,330	Lime Creek			90,000	Includes Boise N.F. lands.
	4551	135	Boulder-White Clouds		510,440		Includes Challis N.F. land Contiguous with BLM,USA.
		147,325, 326,327, 328	Sawtooth Completion		361,390		Contigunus with Sawtooth Wilderness.
				Total	1,053,830	118,201	
Targhee N.F.							
22	4601		Diamond Peak		183,433		Contiguous with BLM WSA.
23	4945		Italian Peaks		42,000		Contiguous with Montana.
24	4963		Lionhead		16,860		Contiguous with Montana.
25	4611		Garns Mountain		78,000		
26	4613		Palisades		111,250		Contiguous with Wyoming.
27	4615		Bear Creek		107,000		
40		353,354,355	Centennial			40,000	Contiguous with Montana.
	4610		West Slope Tetons		160		Contiguous with Wyoming.
	4616		Poker Peak			18,600	
	4961		Garfield Mountain		27,510		Contiguous with Montana.
	4962		Mt. Jefferson			6,700	Contiguous with Montana.
				Total	566,213	65,300	
SUMMARY BY FOREST							
			Boise N.F.		674,732	274,416	
			Caribou N.F.		181,100	192,340	
			Challis N.F.		219,250	267,040	
			Clearwater N.F.		326,283	539,874	
			Nezperce N.F.		340.954	163,451	
			Panhandle N.F.		491.278	150,690	
			Payette N.F.		684,211	138,153	
			Salmon N.F.		422,450	96,680	
			Sawtooth N.F.		1,053,830	118,801	
			Targhee N.F.		566,213	65,300	
				Total	4,960.301	2,061,285	

(Note: acreage corrections have enlarged our proposal from its original 4,920.231 acres of Wilderness to 4,960,301 acres.)

RESERVED

Reserved: "Held in reserve; kept back or set aside."- The American Heritage Dictionary of the English Language.

Reserved is a requested classification for Idaho's roadless lands not included in the National Wilderness Preservation System. Reserved is a classification for current undeveloped roadless areas, areas that provide (in part or in total) the habitat requirements to sustain dependent fish and wildlife resources; areas that ensure or enhance sustained watershed stability and water yield; areas that possess those amenities for dispersed recreational opportunity in public use and enjoyment of these lands.

Reserved differs from wilderness in that such classification would not impose the restriction(s) in use(s) associated with wilderness areas. Reserved area management would be two-fold in purpose: 1) protection and enhancement of watershed, fisheries, and wildlife values, and 2) maintenance and enhancement of dispersed recreational opportunities. Hunting, fishing, outfitting, and other forms of wild lands recreation would be appropriate to the area(s) as well as other on-going or existing use(s) where such use(s) does not encroach upon or adversely impact land and water resources.

Development or exploitation of land and water resources is not precluded. However, timber harvest, mineral development, low-head and other hydro development, roads, utility transmission corridors or other altering, modifying or destruction of land and water resources must bear the full burden of proof of their physical dimension, i.e.: specific and cumulative impact upon land and water resources; economic costs and benefits, both short and long term; and, full participation of all publics involved or likely to be impacted by the proposed activity. Off-road vehicle use or non-use would be addressed in the applicable forest or public land travel plan.

"Reserved" is requested for immediate administrative implementation to manage all such recommended areas (see attached tabulation) as roadless to permit all existing uses until at least the completion of the second round of forest plans and, further, that "RESERVED" be and become a statutory requirement of any Idaho wilderness legislation.

Senator McClure. Erik Fisher.

STATEMEMT OF ERIK FISHER, BOISE-PAYETTE BACKCOUNTRY COALITION

Mr. **Fisher**. Thank you for the opportunity to speak today.

My name is Erik Fisher. I'm with the Boise-Payette Backcountry Coalition. It's a local group of recreationalists and conservationists here in southwest Idaho.

We can speak as a group including, and representative of, hikers, hunters, fishermen, and others who value the experience of wilderness, the non-motorized enjoyment of our woods, water and wildlife in southwest Idaho in the Boise and Payette National Forests. This is a lot of why I and my family live in Idaho.

We are deeply worried by this bill. It's a beginning, but only that. Major improvements would need to be made.

On the Payette Forest, we agree with previous comments that have been made regarding French Creek, Patrick Butte and the South Fork of the Salmon.

I would like to make a more specific comment about the South Fork of the Salmon language. This language does not protect the salmon. It protects sediment levels. Meaningful protection of the South Fork would measure also salmon and salmon propagation around the targeted potential of reduction for the river.

The South Fork should be left alone. Remember, the fish can reproduce only here. The timber can come from elsewhere. The South Fork of the Salmon should not be renamed the South Fork of the Sediment.

On the Boise Forest, simply put, too many areas are eliminated. Six of the 11 proposals on the forest are left out, including places like Peace Rock with all of its elk trails and streams; Danskin, which is as close to Boise as you can get, and the Boise part of Hanson Lakes.

And those that are included, are cut down or cut up. The omission of Tenmile Creek and Ridge from Tenmile West can only have been by oversight. This drainage has everything that the wilderness Act was designed to protect.

The Snowbank proposal, it's hard to know what to say, when left out, is the best wildlife habitat, many of the lakes and most trails.

Red Mountain and the Trinities have not been drawn as wildernesses preserving wildlands in accordance with values of geography, wildlife habitat, recreational opportunities and, in light, preexisting roads. And I do mean real roads, not tracks. Rather, these areas have had their boundaries drawn around trails and are even split by trails. Most of the trails in each area are excluded from the wilderness proposals.

Tenmile West has this same flaw on Swanholm and West Warrior Peaks. These boundaries are not a compromise. They appear to be designed to maximize more ORV use. And I would like to make some comments about those.

ORVers talk a lot about injustice from wilderness. What is more to the point here is the injustice done by those proposed wildernesses to non-motorized recreationists. Most Idahoans go to their wildlands for a peaceful, quiet experience, something that noisy ORVs do significantly interfere with.

Most Idahoans like to look on their wildlands as pristine and unmarred, not with eroding scars and tracks on and off trails from ORVs.

And Idahoans would not like to point at a target. And hunters are interfered with by the ORVs since ORVs on trails can decrease elk habitat use, just as motorized travel on roads has been shown to decrease elk habitat use in numerous studies.

On the Boise Forest, 76 percent of the trail system is currently open to ORV. This proposal closes only four percent of the total. This is patently unfair to non-motorized recreationists.

Full complete Tenmile West and Red Mountain wildernesses would close about ten percent of the total. Even this would still be unfair to non-motorized recreationists. If all of the proposals were to become wilderness and closed to ORVs, there would still be hunks of miles of trails remaining open to motorized recreation.

ORVers have put forth a lot of poppycock lately. They applaud little use for wilderness by Idahoans, yet statistics show that the backcountry use—Which is what we're talking about—come from the Sawtooths—Boise has not released them yet—show greater non-motorized use than motorized use.

They also speak of people being hurt by wilderness. And they include recreational vehicles, motor boats. I ask how Tenmile Creek as wilderness hurts these people. They should be worrying more about the loss of developed campgrounds that's embodied in the forest plans coming up.

In fact, ORV groups themselves say most ORV use is done locally near to where people live. I do not believe that there are that many who would be that adversely affected by this, by areas becoming wilderness on the Boise Forest.

There are many Idahoans who would enjoy these areas.

The Boise-Payette Backcountry Coalition endorses all of the areas for wilderness on the Payette and Boise Forests proposed by the Idaho Wildlands Defense Coalition.

The bill is deficient and needs much improvement. Thank you for your consideration.

[The prepared statement of Mr. Fisher follows:]

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To The Subcommittee On Public Lands

AN ANALYSIS OF S.2055 -- ITS IMPACTS ON THE

BOISE NATIONAL FOREST

This legislation unfortunately contains several critical omissions, and provides some poor reasons for them. Below are the effects of S.2025 on the valuable unroaded wildlands remaining on the Boise National Forest.

TENMILE WEST/BLACK WARRIOR Approximately one-half of this premier wildland is included in the S.2055--East Warrior Peak, Johnson Creek, and the Wolf Mountain area. But the wildlife heart of Tenmile West -- its namesake Tenmile Creek and Ridge -- is unaccountably left out. This drainage has some of the very best elk habitat on the entire Boise Forest, including well established elk-calving and rearing areas. Tenmile Creeek is a critical watershed, with just under one-fifth of the South Fork Payette's flow at Lowman coming from its pristine drainage. There are no current timber or recreation conflicts to stand in the way. And Tenmile Creek adjoins the Sawtooth Wilderness, adding to its already considerable values. Tenmile Creek and Ridge are outstanding examples of what the Wilderness Act was designed to protect. It is worth emphasizing that both the Idaho Department of Fish & Game and Boise National Forest itself have recommended this drainage for Wilderness preservation.

North of Tenmile Ridge, extending down to the South Fork of the Payette River, is a piece of Tenmile West called the "Payette Slope." This slope is the main vista from Highway 21, the "Ponderosa Pine Scenic Route." This bill excludes this land, a steep area slated for logging with discouraging consequences to the scenery and on the water quality of the South Fork Payette River from increased sedimentation.

S.2055 also omits the northern slopes of Swanholm and West Warrior Peaks with their 24 miles of trails to lakes, summits and river. This section of Tenmile West is essential to the integrity of the wildland and the 10-mile long roadless stretch of the North Fork of the Boise River that flows through here. The only imaginable reason for this area's exclusion would be to leave the trails open to off-road vehicles. Even the Boise Forest's draft plan was going to recommend Swanholm and West Warrior for Wilderness.

RED MOUNTAIN Off-road vehicle use appears to be the over-riding rationale of the McClure Andrus boundaries for Red Mountain. The western two thirds of this wildland with its many fish-rich lakes and good elk habitat is protected. But the eastern third, no less important, is omitted. The dividing lines, all the way from the South Fork of the Payette River to Bear Valley, are trails! This strange strategem leaves the majority of trails in the Red Mountain wildland outside of Wilderness and open to off-road vehicles. These include the Link trail, Warm Springs Creek, the Kirkham Ridge trail, Gates Creek and Wyoming Creek. The Boise Forest already has one of the highest proportions of total trail miles open tc off-road vehicles in Idaho -- over three-quarters by Forest Service figures -- making it all the more important that non-motorized users (the majority of backcountry users) have places where their Boise Forest experience is not disrupted by ORVs. It is the height of paradox to force seekers of Wilderness experience onto trails outside of Wilderness! Once again, contrary to McClure/Andrus, the Boise Forest has recognized this wildlands values in a probable draft recommendation for Wilderness for all of Red Mountain.

TRINITIES The proposal for this superb area is fractured not only by pre-existing roads but by an off-road vehicle corridor; and, making the most of a bad idea, most of the boundaries that are not roads are trails. The fantastic Rainbow Basin is included in the proposal, as are the upper reaches of Roaring River and North and Potter Lakes. But the majority of the Sheep Creek area is left out. Sheep Creek is the last undisturbed and pristine watershed on the Boise River system, with its own elk herd and 78 miles of trails. In the Rainbow portion, Dog Mountain is excluded and the long-planned Dog Mountain timber sale would proceed to disrupt big game use.

HANSON LAKES The S.2055 plan for the Sawtooth and Challis National Forest portions of this area is excellent. However, for no understandable reason — neither timber nor recreational conflicts exist — the entire Boise Forest portion, with its scenic grandeur and wildlife habitat, is omitted.

SNOWBANK Here the legislation is promising as a first step. Several of the lakes, a couple of the trails, excellent blue-grouse habitat and most of the viewshed from Round Valley are protected by the 9,300 acres proposed for Wilderness. But Snowbank's west sloeps, gentler than the east slopes and containing richer big game habitat, are shut out. Beautiful Gabes Bathtub is thrown out with the bath water here. And the entire southern section, with popular Blue Lake and Tripod Lookout, are overlooked. Much of the western slopes in the 21,000 omitted acres will be logged. Moreover, of the areas that McClure and Andrus propose for Wilderness on the Boise Forest, Snowbank is the closest and most accessible to Treasure Valley--the one most fully in Boise's "backyard"--making protection of the whole thing, no just a slice, best for the most people.

OTHER EXCLUDED AREAS Boise's "Backyard" is an idea that applies equally well for all of our proposed Boise Forest areas — six in all — omitted completely from this proposal. **Peace Rock** is a large wildland right out of Garden Valley, second only to Tenmile West for elk on the Boise Forest. It has 100 miles of fishable streams and a myriad of day and overnight hikes. The portion south and east of Peace Rock itself is certain to be roaded and logged, with consequent loss of the quality watershed, wildlife habitat and recreation opportunities, unless designated Wilderness.

Danskin/South Fork Boise River is another excellent candidate for "Backyard Wilderness." Only one hour from Boise, a blue-ribbon trout stream, exponentially popular for whitewater rafting and kayaking, outstanding winter range for big game, beautiful early season hiking--what more is needed to make it a "natural" for Wilderness?

These last four areas have been completely omitted from S.2055: **Deadwood**, a great fishing and hiking area whose trout fishery will be impacted by logging; **Breadwinner**, the Wilderness that would be closest to Boise and provides fine early season hiking as well as wintering grounds for large numbers of deer; rounding out the Sawtooth Completion with **Steel Mountain** (rugged granitic outcrops with fine mountain goat habitat southwest of Atlanta) and **South Fork Boise/Yuba River** (Class I streams and top-notch mountain goat and other game habitat). In addition, a fisherman's paradise, the **Lime Creek** drainage sits partly on the Boise Forest and we strongly support wilderness here, with no roading or logging whatsoever if not managed as formal wilderness.

MORE MOTORBIKE ACCESS & UNABATED LOGGING FOR THE BOISE?

The McClure/Andrus proposal must be substantially improved in order to be minimally acceptable. Our Boise/Payette Coalition continues to emphatically support the Idaho Wildland Defense Coalition's 3.9 million acres Wilderness for the entire state as a reasonable, preferred alternative to S.2055. The boundaries for these 3.9 million acres are outlined in the legislation currently before the House of Representatives and sponsored by Rep. Peter Kostmayer.

Geography, wildlife habitat and existing roads should be the fundamental determinants of Wilderness borders, not off-road vehicle corridors. The S.2055 boundaries include only parts of six trails of the scores already open to motorized uses--less than four percentof the total; all others have been deliberately excluded. The needs of non-motorized recreationists — who are more numerous than motorized trail users, just not as loud — should be at least equally considered in designing Wilderness boundaries. For example, complete Tenmile West and Red Mountain Wildernesses would close, at most, 10 percent of the total number of trails on the Boise National Forest to off road vehicles. Since 76 percent of all the Boise Forest trails are now open to motorized use, these closures alone would fall far short of being fair to the needs of non-motorized recreationists. Even if all 10 roadless areas we support for Boise Forest Wilderness became Wilderness, there would still be hundreds of miles of trails open to ORVs. Further, the S.2055 proposal will have no effect at all the Boise Forest's timber program and its incursions into areas of great ecological value. Most of the Forest is already committed to timber harvest, and our Wilderness proposals delete only relatively small amounts of timber that would be harvested in below-cost sales. The whole idea of Boise's "Backyard Backcountry" is at stake here — a heritage for a quarter of the state's population.

SUMMARY

Tenmile West and Red Mountain should be complete Wildernesses, as should Hanson Lakes. Snowbank is an opportunity to turn a small start into a great local Wilderness jewel. The Trinities need major expansion so that they become a real Wilderness resource for the southern Boise Forest. And Peace Rock and Danskin would round out the really close and unique wildland heritage of the people of Southwest Idaho.

Senator McClure. Thank you.

Janet O'Crowley.

STATEMENT OF JANET O'CROWLEY, CHAIRMAN, COMMITTEE FOR IDAHO'S HIGH DESERT

Ms. O'Crowley. Thank you, Senator McClure, Governor Andrus and others present.

I am Janet O'Crowley. I'm a resident of Blaine County, town of Picabo. And I am presently honored to be the chairman of the Committee for Idaho's High Desert, the only environmentally oriented group in Idaho concerned exclusively with the deserts and the rivers. However, this forest issue concerns all of us, and from that standpoint, I would like to speak.

I am a native citizen of Idaho by birth and by courtesy of my grandparents and parents who called Idaho home before it was a state.

I guess it remains for us old folks to talk about the geography of hope. The young people here have spoken about specific acreages, specific areas, but I would like to talk about the future.

My interest and my concern for the unspoiled lands of Idaho is untinged by any selfish interest. I will neither gain votes, nor dollars, nor any pecuniary advantage of any kind for what I am trying to do here.

My Idaho is only half as beautiful as it was a century ago. So much of it has been made ugly. Where once the Boise River flowed out of the hills between grassy meadows, today if you go there you see acres of asphalt, weeds, debris, discarded trash. This same dismal scene is repeated around every city in the state.

If we pass eastward along the interstate, we go through an area bordered by the black dust of last year's weed fire where the imported sheep grass has displaced the native bunch grass.

We see here not only man's primary trashing activities, but the secondary effects.

To escape from this dismal scene into the backcountry where humankind has not yet scribbled graffiti on the landscape, is to go back in time to the time when Idaho was all wilderness.

We are now sufficiently aware of the destruction that we wrought. And we know, and our eyes tell us with every glance, that nothing we touch can ever be the same.

The question now is how much of Idaho do we wish to uglify? Does any person present want to think that the future ends here? If in the miniscule space of 120 years we've managed to wrought this pernicious destruction, what will it be like 10,000 years from now? What will it be like 100 years from now? Every town in the state has a bubble of bad air, toxic water, weed carpeted ground with litter blowing in the wind.

Do we think that we have the right to legislate that kind of an onslaught onto the backcountry that hasn't been touched yet?

Senator and Governor, do you wish it to be known that out of 9-million acres of unspoiled Idaho forest land you wish to legislate roads into 7.6-million acres? That's how the litter gets there. That's how the fumes, the weeds, the noise, the eroded soil and the toxics get into the streams. That's how the wildlife fades away and the fish disappear.

This is not a wilderness bill, this is a road bill.

I have in my written testimony certain exceptions I would like to take to the bill in particular, but I could summarize those by saying that I feel that you are writing forest management into law where it should be better left to the managers and the professionals, especially where it concerns mitigation.

I see that you use mitigation interchangeably with "to negate or to nullify." That is not the meaning of mitigation. Mitigation, if you consult the dictionary, says it will mollify or modify. But you cannot put anything back the way it was. And mitigation does not mean that. It means, at best, a partial restoration.

And to go on with the terminology of mitigation, it's on page 2 of my testimony.

Lastly, I would like to quote just one wildlife biologist long employed by the Idaho Fish and Game whose name is cited in the footnote. "Salmonid fish cannot lay hatchable eggs in silt. Roads are not built in headwater areas without adding particulate matter to the waters. The impact on fish populations is a direct product of the extent of this. The more that gets into the creek, the less fish will live there." And in conclusion, if I may, this bill seems to be an ill-aimed gun which points at one thing and hits another.

And what I would urge is that you gentlemen write instead two bills. If you wish to write forest management, write that. And let's write a wilderness bill that preserves the pristine roadless areas that can never be replaced.

Thank you.

[Applause.]

[The prepared statement of Ms. O'Crowley follows:]

COMMITTEE FOR IDAHO'S
HIGH DESERT
P.O. BOX 2863 BOISE, IDAHO 83701

<salutations>

I am Janet OCrowley, resident of Blaine County, town of Picabo. I am presently honored to be chairman of the Committee For Idaho's High Desert, the only environmentally oriented group in Idaho with concern exclusively for the desert lands and rivers that traverse them. I am a native citizen of Idaho by birth and by courtesy of parents and grandparents who also called Idaho home, even before it was a state.

My interest and my concern for the unspoiled lands of Idaho is untinged by any self[illegible]n interest: I will neither gain votes nor dollars, nor pecuniary gain of any kind for what I am trying to do here. My Idaho is only half as beautiful as it was a century ago. So much of it has been made ugly. Where once the Boise River flowed out of the hills between grassy meadows we now have acres of asphalt, weeds, debris, discarded trash. This same dismal scene is repeated around and within every town in the state. Passing through this inescapable zone going from Boise eastward we proceed along an Interstate Highway bordered by the black dust of last year's weedfire where the imported cheat grass has displaced the native bunch grass that used to grow between the sage bushes. We see not only man's primary trashing activities, but also the secondary effects. To escape from this dismal scene into the back country where humankind has not yet scribbled his permanent destructive graffito on the landscape is to go back in time to when Idaho was all wilderness, fresh from the hand of Nature. We are now sufficiently aware of our destructive tendencies; we know and our eyes tell us with every glance, that nothing we touch can ever be quite the same again.

The question is how much of Idaho do we wish to uglify? Does any person present want to think that the future stops here? If in the miniscule space of 120 years we have wrought this pernicious a change in the landscape that was 10,000 years in the forming, producing bubbles of bad air, toxic water, weed carpeted ground, with litter blowing in the wind around our towns, do we think we have the right, let alone the temerity to legislate further onslaughts on the natural, the unchanged, the pristine landscape that still exists in this most fortunate of states?

Senator and Governor, do you wish it to be known that out of 9 million acres of unspoiled Idaho forest land, you wish to legislate 7.6 million to be roaded? That's how the litter gets there, the fumes, the weeds, the noise, the eroded soil and the toxics into the streams. That's how the wildlife fades away, the fish disappear. This is not a wilderness bill, this is a roads bill.

To proceed from the general to some specific points in your bill:

P 2 Line 4: I quote. "Certain areas of undeveloped National Forest land possess outstanding natural characteristics..." will you please explain which roadless and undeveloped areas in are not highly valuable as wilderness? Furthermore, if some do, and "will contribute an enduring resource of wilderness for the benefit of the American people", then why would you presume to deprive the American people of the benefit of all of the roadless and undeveloped areas?

Line 17 et seq If it is true that the RARE II process identified areas to be managed under the special formula you describe would you please point it out? Are these areas so designated in the RARE II Environmental Impact Statements?

P 2 Line 1: Are these RAREII areas recommended for opening to multiple use, the same areas you designate in this bill? What I am getting at is that you imply you are following the recommendations of the expert forest planners in detail, yet we are both aware that the Forest Service reviewers and planners recommended more wilderness acreas than you are doing.

P 4 Line 24 "to end the dispute" , not , evidently , to select the outcome with the most enduring good for the lands involved, but to end the wrangling which you find tiresome, between those who wish to exploit a resource immediately as against those who favor husbanding and gradual utilization.

In this light , and looking at p. 11 lines 1 - 15, I am compelled to ask if either of you has studied forstry extensively? If not, where is your competence in mandating a specific large annual timber harvest that is not based on the Forest Service's best calculation of sustained yield? You would place the Forest Service between a rock and a hard place by requiring them to authorize more timber cutting than will regrow in a year. They are also expected not to sell at a loss. How can you require them in advance to sell a set high quantity? You have already answered my question as to your competence in forestry.

In considering this bill's statements as to timbering in big game areas (and which of the National Forests is not?) I am persuaded that you are of the same level of competence in Wildlife Biology.

P 17 Line 4, 5, 13, 24. The word "mitigation" does not mean to nullify or negate. In transitive form it means "to moderate in force or intensity". In intransitive form it means "to become milder". Sedimentation in a stream, which can be lethal for spawning fish, when "mitigated" would become "semi-lethal". The word "mitigate" as used in line 13 is even more quixotic, as you direct that sediment removal can occur "before...commercial activity commences". Are we to assume that the act of removing sediment from a streambed, does not stir up the bottom and induce turbidity? Have you consulted with fisheries biologists on the wisdom of anything on this page? If the Secretary is to prevent sedimentation that is one thing. If he is to monitor sedimentation and then require its mitigation, how much is he to allow, and to what extent is he to "mitigate" it? 75%? 50%. How much?

If I may quote a Wildlife Biologist long employed by Idaho Fish and Game, "Salmonid fish cannot lay hatchable eggs in silt. Roads are not built in headwaters areas without adding particulate matter to the waters; the impact on fish populations is a direct product of the extent of this. The more that gets into the creek, the less fish will live there." 1

Senator McClure, Governor Andrus, it appears that this present bill is neither a wilderness bill, nor a wildlife bill, but is indeed, a Forest Management Bill, as you have called it. However, it yields very little to forestry techniques and skills. It simply specifies the end product to be extracted. Like an ill-aimed gun, this aims at one thing and hits another. I would suggest that you instead should write two bills, one to tell the Forest Service how to manage trees, and another that looks down the future a thousand years and says: these unaltered roadless areas can never be replaced; they must be preserved.

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[1] Robert Sherwood, "Let's Look At Roads" column in Idaho Falls Post-Register

Senator McClure. Thank you. Thank you, ladies and gentlemen.

Our next panel will be Dave Bivens, Eric Davis, Brad Little and Sherl Champman. If you gentlemen will take your seats at this table over here, please.

To save some time, those that will be on panel number four can come forward and take seats over on this side. That will be: Doug Tims, Bob Lechot, Ernie Lombard, Ron Geertson and Steve Gunderson.

We'll take a break after the testimony of this panel to give our reporter an opportunity to stretch her fingers.

The first witness is Dave Bivens. Dave, pull all three of those microphones directly in front of you.

STATEMENT OF DAVE BIVENS, IDAHO FARM BUREAU FEDERATION

Mr. Bivens. Thank you, Senator McClure, Governor Andrus. My name is Dave Bivens. I'm here today representing the Idaho Farm Bureau.

I would certainly like to take this opportunity to thank the committee for taking time to come to Idaho and listen to our discussions on the proposed Senate Bill 2055.

Each year our Farm Bureau members review our policy and either reaffirm or alter our position on nearly 100 issues. In December of 1987, the Idaho Farm Bureau House of Delegates reaffirmed our position on wilderness.

The policy states: "We oppose any additions of land to the wilderness or roadless areas and will support efforts to reduce that amount of land in the wilderness status in Idaho."

We want to, however, compliment both Senator McClure and Governor Andrus for the time and effort they have invested in the Idaho Wilderness Bill. We would like to comment about some of the serious concerns we have for the provisions of the proposed legislation.

Dealing with water rights. As you might expect, we are extremely interested in the availability of water and the protection of our water rights for beneficial use. We are intrigued by the language in the proposed bill and the effort made to protect these water rights.

Our members, however, are a little concerned if the language will stand up if it's tested in court. Some of them have voiced a concern that we might end up with a cloud over our water rights as has happened in Colorado.

Without Idaho's normal abundance of water, agriculture would be like a human body without a heart.

Dealing with land management. One of the general problems with wilderness designation is that it's set aside without proper management. There are many situations that cannot be remedied. I am speaking specifically of problems such as noxious weeds which continue to take over the land like a cancer and ruin these lands for everyone's use and enjoyment. Seeds from uncontrolled noxious weeds on wilderness lands will flow down the streams and infest more of our lands, thus adding to the already serious problem.

There is always this threat of plant and animal disease. We have all watched trees in our forest turn brown and die. This is also an increased problem on lands under wilderness designation.

We should not forget the potential of wild fires that originate in wilderness areas that burn up our watersheds and spread to adjacent multiple-use and private lands.

We see nothing in this proposal that would help remedy these ever existing problems under wilderness designation.

Access to wilderness. We believe that the authors of this proposal, both of you, have made an honest attempt to provide access to designated areas. Also the definition of roads is unique from all other proposals we have seen, but could became badly diluted over the years.

Access to Idaho's land is important to everyone, irregardless of designation and use.

The area of livestock and big game. We must be very critical of the language in the bill that places livestock grazing secondary to big game use. We sincerely believe that livestock, elk, deer and all other big game are compatible on the same lands. We believe that all these animals should be properly managed to control proper utilization of the forage available.

It seems unfair and unrealistic to restrict all other uses for the protection of elk calving and breeding areas.

We are fully aware that the grazing of livestock is allowed within these restricted areas under this proposal. However, we have seen what happens to grazing rights under wilderness designation in other areas of our state. Grazing is usually made so difficult and costly that the livestock operator is finally frozen out because of restriction hassle and increased costs.

The provisions of this proposal will place livestock that graze on public lands in a tenuous position at best.

We in Farm Bureau are strong supporters of multiple-use management of our public lands. Idaho already has 3.9-million acres set aside for wilderness designation. We believe this is more than enough. Idaho's natural resources are some of our most valuable assets. We sincerely believe that these natural resources should be used, but certainly not abused. And they will continue to proudce income and enjoyment for all of Idaho and our visitors.

Thank you, Mr. Chairman.

Senator McClure. Thank you.

Eric Davis. Again, please pull all three of the microphones over.

STATEMENT OF ERIC DAVIS, PRESIDENT, IDAHO CATTLE ASSOCIATION

Mr. Davis. Thank you, Mr. Chairman, Governor, ladies and gentlemen.

I am Eric Davis of Bruneau, president of the Idaho Cattle Association, and I'm speaking on behalf of that organization this morning.

The Idaho Cattle Association by formal policy, and I quote, "opposes any additional wilderness designation," unquote.

We oppose Senate Bill 2055 in particular, and any bill that creates additional wilderness. We believe Idaho's livestock industry is already threatened by the management policies in practice on the 3.9-million acres of wilderness we have now.

For example, grazing language in 2055 is almost identical to that in the Wilderness Act of 1964. The language in both purports to protect grazing, but in practice has failed.

U.S. House Report 96-1126 cited in the Wilderness Management Policy guide published by the Interior Department in 1981 offers proof, and I quote. "During the 95th Congress, Congressional committees became increasingly disturbed that despite the grazing language of the Wilderness Act, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing managment," end quote.

Senate 2055 would do nothing but compound the existing threat to Idaho's agricultural economy by increasing the acreage on which—by Congress' own admission—livestock grazing is discouraged or restricted.

Further, 2055 creates management policies for proposed new wilderness that would be in conflict with regulations on existing wilderness.

The Idaho Cattle Association opposes Senate 2055 because it basically locks up another 2-million acres of 1.4 in wilderness and 600,000 in special-use areas.

We consider management policies outlined in Senate 2055, however, an improvement over those now in practice on existing wilderness with which they conflict. For example, 2055's ban on reserved federal water rights and buffer zones, its definition of roads and its protection of motor vehicle use, water development and predator control. If these policies would be good enough for new wilderness, they should be good enough for existing wilderness.

While we urge the defeat of this bill and the designation of any additional wilderness acreage, Idaho Cattle Association urges Congress to submit the more reasonable sections of Senate 2055 just mentioned as amendments to the Wilderness Act of 1964. Hopefully such amendments will fix existing problems on existing wilderness before additional wilderness areas in Idaho are designated.

In addition to that formal opposition to additional wilderness in general, ICA's Public Lands Committee met March 2nd in Twin Falls and identified some additional specific objections to Senate 2055.

In the 600,000 acres of special management area, we believe this bill unfairly gives priority to recreation as the dominant use, which is in conflict with the multiple-use concept.

Senate 2055 makes no provision whatsoever for noxious weed management in proposed wilderness areas.

Senate 2055 threatens undiscovered strategic mineral sources, potentially increasing dependency on foreign nations for minerals vital to national security.

And Senate 2055 does not provide that hard release from further consideration for wilderness designation in those lands not designated in this bill.

Gentlemen, I thank you again for the opportunity to comment. I commend you for your efforts to resolve this issue. We simply disagree with this bill.

And in the spirit of give and take that you mentioned in your opening remarks, Senator, I am sure you know by now that I feel very strongly and our group feels very strongly that Idaho has given the 3.9-million acres currently in the wilderness system, and we believe that that should be enough for our contribution.

Thank you.

[The prepared statement of Mr. Davis follows:]

PRESIDENT
Eric Davis, Bruneau

PRESIDENT-ELECT
Tom Shaw, Caldwell

EXECUTIVE VICE PRESIDENT
Gary Glenn, Boise

NCA
NATIONAL CATTLEMEN'S ASSOCIATION

Idaho Cattle Association

2120 AIRPORT WAY

ICA

SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS
Boise, Idaho March 11, 1988

ERIC DAVIS, BRUNEAU, IDAHO CATTLE ASSOCIATION

SENATOR McCLURE, GOVERNOR ANDRUS, I AM ERIC DAVIS OF BRUNEAU, PRESIDENT OF THE IDAHO CATTLE ASSOCIATION, SPEAKING FOR THE IDAHO CATTLE ASSOCIATION AND ON BEHALF OF THE TWENTY THOUSAND IDAHO CATTLE FAMILIES WHO PRODUCE MORE THAN HALF THE CASH RECEIPTS GENERATED BY OUR AGRICULTURAL ECONOMY. THANK YOU FOR THIS OPPORTUNITY.

THE IDAHO CATTLE ASSOCIATION, BY FORMAL POLICY, QUOTE, "OPPOSES ANY ADDITIONAL WILDERNESS DESIGNATION," UNQUOTE. WE OPPOSE SENATE BILL 2055 IN PARTICULAR AND ANY BILL THAT CREATES ADDITIONAL WILDERNESS. WE BELIEVE IDAHO'S LIVESTOCK INDUSTRY IS ALREADY THREATENED BY THE MANAGEMENT POLICIES IN PRACTICE ON THE 3.8 MILLION ACRES OF WILDERNESS WE HAVE NOW!

FOR EXAMPLE, GRAZING LANGUAGE IN S. 2055 IS ALMOST IDENTICAL TO THAT IN THE WILDERNESS ACT OF 1964. THE LANGUAGE IN BOTH PURPORTS TO PROTECT GRAZING, BUT IN PRACTICE HAS FAILED MISERABLY. U.S. HOUSE REPORT 96-1126, CITED IN A WILDERNESS MANAGEMENT POLICY GUIDE PUBLISHED BY THE INTERIOR DEPARTMENT IN 1981, OFFERS PROOF...

P.O. BOX 15397 • BOISE, IDAHO 83715 • 208 / 343-1615 or 344-9482

QUOTE, "DURING THE 95th CONGRESS, CONGRESSIONAL COMMITTEES BECAME INCREASINGLY DISTURBED THAT, DESPITE THE (GRAZING) LANGUAGE...OF THE WILDERNESS ACT..., NATIONAL FOREST ADMINISTRATIVE REGULATIONS AND POLICIES WERE ACTING TO DISCOURAGE GRAZING IN WILDERNESS, OR UNDULY RESTRICTING ON-THE-GROUND ACTIVITIES NECESSARY FOR PROPER GRAZING MANAGEMENT," UNQUOTE.

S. 2055 WOULD DO NOTHING BUT COMPOUND THE EXISTING THREAT TO IDAHO'S AGRICULTURAL ECONOMY, BY INCREASING THE ACREAGE ON WHICH -- BY CONGRESS's OWN ADMISSION -- LIVESTOCK GRAZING IS "DISCOURAGED" OR "RESTRICTED".

FURTHER, S. 2055 CREATES MANAGEMENT POLICIES FOR PROPOSED NEW WILDERNESS IN DIRECT CONFLICT WITH REGULATIONS FOR EXISTING WILDERNESS. DO WE NEED MORE CONFUSION -- FOR ADMINISTRATORS AND USERS ALIKE -- FROM TWO CONFLICTING SETS OF RULES? WE DO NOT, BUT PERHAPS THEREIN LIES THE TRUE "COMPROMISE" SOLUTION FOR IDAHO'S WILDERNESS DEBATE.

THE IDAHO CATTLE ASSOCIATION ABSOLUTELY OPPOSES S. 2055 BECAUSE IT LOCKS UP ANOTHER TWO MILLION MORE ACRES. HOWEVER, WE CONSIDER MANAGEMENT POLICIES OUTLINED IN S.2055 AN IMPROVEMENT OVER THOSE NOW IN PRACTICE ON EXISTING WILDERNESS, WITH WHICH THEY CONFLICT -- FOR EXAMPLE, S. 2055's BAN ON RESERVED FEDERAL WATER RIGHTS AND BUFFER ZONES, ITS DEFINITION OF ROADS, AND ITS PROTECTION OF MOTOR VEHICLE USE, WATER DEVELOPMENT, AND PREDATOR CONTROL. IF THESE POLICIES WOULD BE GOOD FOR NEW WILDERNESS, THEY OUGHT TO BE GOOD ENOUGH FOR EXISTING WILDERNESS.

WHILE WE URGE DEFEAT OF S. 2055 AND ANY DESIGNATION OF ADDITIONAL WILDERNESS ACREAGE, THE IDAHO CATTLE ASSOCIATION URGES CONGRESS TO SUBMIT THE MORE REASONABLE SECTIONS OF S. 2055 JUST MENTIONED AS AMENDMENTS TO THE WILDERNESS ACT OF 1964. HOPEFULLY, SUCH AMENDMENTS WILL FIX EXISTING PROBLEMS ON EXISTING WILDERNESS, BEFORE YOU INSIST ON CREATING MORE.

PRESIDENT
Eric Davis, Bruneau

PRESIDENT-ELECT
Tom Shaw, Caldwell

EXECUTIVE VICE PRESIDENT
Gary Glenn, Boise

NCA
NATIONAL CATTLEMEN'S ASSOCIATION

Idaho Cattle Association

2120 AIRPORT WAY

ICA

ICA POSITION ON S. 2055

ANDRUS-McCLURE WILDERNESS BILL

The Idaho Cattle Association is opposed to Senate Bill 2055, the so-called Andrus-McClure Wilderness compromise introduced Feb. 16, 1988 by Sen. Jim McClure as the Idaho Forest Management Act.

ICA's position on this particular bill is in keeping with formal policy -- reaffirmed November 1987 by ICA's full membership in annual convention -- which states as follows:

WHEREAS, Idaho currently has 3.86 million acres of designated wilderness which is more than adequate, and

WHEREAS, in addition to the wilderness designation there is an additional 8 million acres tied up in roadless areas, and

WHEREAS, there is currently an effort to designate BLM lands into wilderness,

NOW, THEREFORE BE IT RESOLVED, that ICA opposes any additional wilderness designation, either Forest or BLM.

This formal policy is a reflection of the firm belief by ICA members that management of existing wilderness areas has been extremely detrimental to Idaho's livestock industry. We believe that until problems with existing wilderness areas have been satisfactorily resolved, additional wilderness areas in Idaho should not be designated.

In addition to our formal opposition to additional wilderness in general, ICA's Public Lands Committee -- meeting March 2nd in Twin Falls -- identified the following specific objections to S. 2055:

P.O. BOX [illegible] • BOISE, IDAHO [illegible] • [illegible]

(1) Grazing policy as established in S. 2055 is all but identical to the language of the Wilderness Bill of 1964. While the language supposes to protect grazing rights, in practice such language has failed miserably. U.S. HOUSE REPORT 96-1126 states that "during the 95th Congress, Congressional committees became increasingly disturbed that, despite the (grazing) language...of the Wilderness Act and despite a history of nearly 15 years in addressing and providing guidance to the wilderness management agencies for development of wilderness management policies, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing management."

(2) S. 2055 would further confuse administrators and users by establishing two different and inconsistent sets of wilderness management regulations: one already in use on areas; another for its proposed additional areas.

(3) In 600,000 acres of Special Management Area, S. 2055 unfairly gives priority to recreation as the dominant use, which is in conflict with the multiple use concept.

(4) S. 2055 makes no provision whatsoever for noxious weed management in proposed wilderness areas.

(5) S. 2055 threatens Idaho jobs and Idaho's economy by locking up commercially valuable timber resources.

(6) S. 2055 threatens undiscovered strategic mineral sources, potentially increasing dependency on foreign nations for minerals vital to national security.

(7) S. 2055, while allowing use of existing roads and excluding them from inclusion in wilderness designation, nevertheless by the very nature of wilderness discriminates against the elderly, the handicapped, and those who cannot afford the use of aircraft for access.

(8) S. 2055 does not provide "hard release" from further consideration for wilderness designation those lands not designated in this bill.

(9) Idaho already has 3.8 million acres of wilderness--more than any of the other lower 48 states, more than adequate, and more than enough to justify opposition to the 2 million acres of additional Forest land wilderness and special management areas proposed by S. 2055.

While ICA absolutely opposes S. 2055 or any other legislation designating additional wilderness acreage in Idaho, we encourage the Congress to separately introduce the following provisions of S. 2055 as amendments to the original Wilderness Act of 1964 -- in hopes that instituting those provisions will resolve current problems on existing wilderness lands in the state:

(1) Provision maintaining existing motor vehicular use, water development, and predator control measures (Title III, Sec. 301)

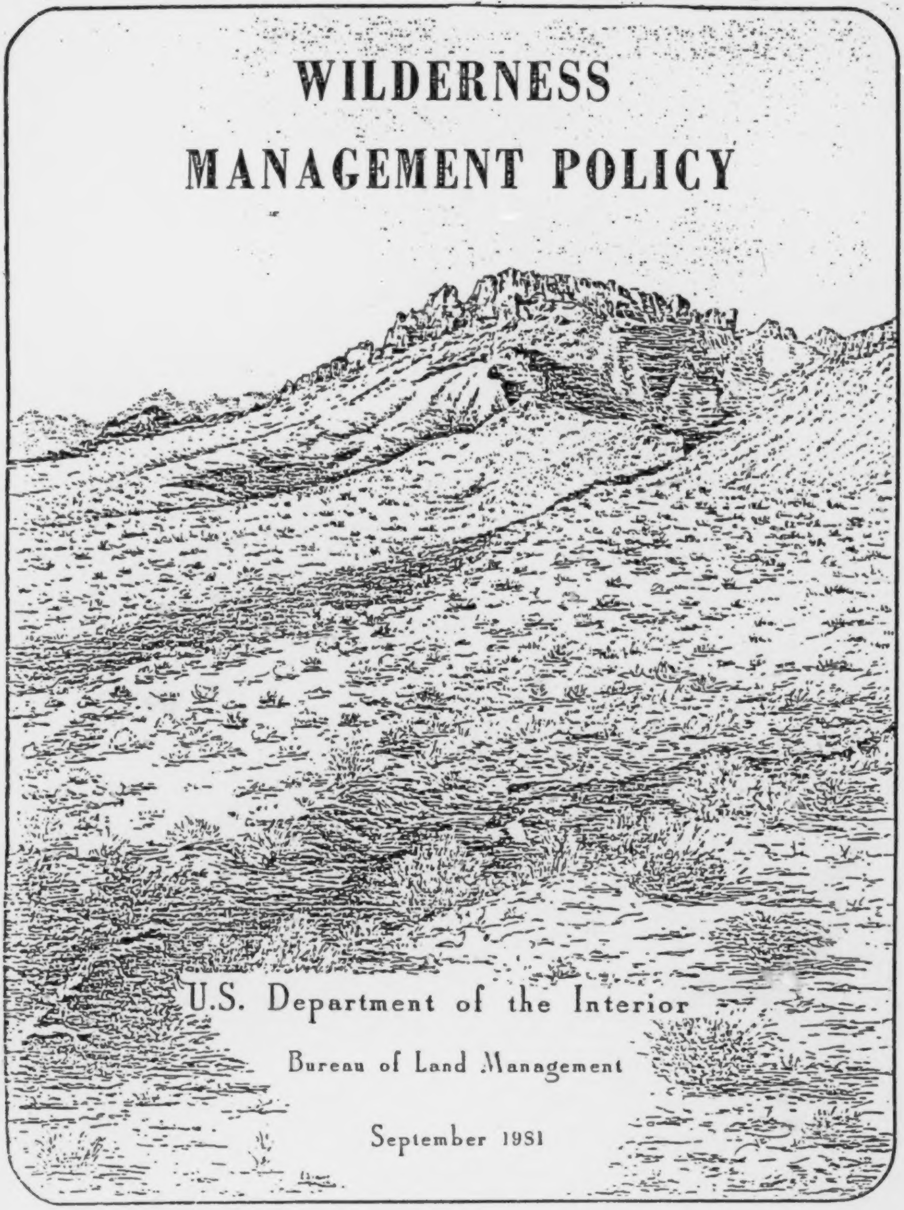
(2) Prohibition against creation of reserved federal water rights through wilderness designation (Title III, Sec. 302 (a) and (b))

(3) Prohibition of buffer zones (Title III, Sec. 303)

(4) Definition of a road (Title III, Sec. 309)

(5) Timber harvest allowance (Title I, Section 103 (a)(1))

WILDERNESS MANAGEMENT POLICY



U.S. Department of the Interior

Bureau of Land Management

September 1981

d. Snow Measurement

The measurement of snow within BLM wilderness is permitted under the following conditions:

(1) Measurement of snow will be accomplished by primitive means. If use of a helicopter was an established practice in measuring snow within an area prior to wilderness designation, that same use may be permitted. However, ways and means of eliminating the need will be explored.

(2) No new data sites can be established unless they are parts of projects approved by the President under provisions of Section 4(d)(4) of the Wilderness Act. Use of existing data sites may continue until adequate correlation can be established with data sites outside the wilderness. Installation of automated equipment (sensing devices, data collection platforms, etc.) may be permitted on a temporary basis at existing data sites to accelerate the development of correlations with data sites outside the wilderness. Access will be by primitive means except as specifically provided for in (1) above.

(3) Only miniaturized and unobtrusive types of equipment may be installed, and must be camouflaged to blend with the terrain as much as possible. Practices such as burying equipment and using antennae which can be removed during nonuse periods, will be used to minimize the visual impacts of the data site.

e. Water Quality

Maintaining or enhancing water quality is of high priority in management of the wilderness resource. Water quality monitoring instruments and hydrometeorological devices may be permitted if these are the minimum necessary for protection of the wilderness resource. All instruments and devices must be miniaturized and unobtrusive. No motorized vehicles will be permitted for installation, maintenance, or monitoring and surveillance.

f. Weather Modification Over Wilderness

Use of lands within the National Wilderness Preservation System as target areas for weather modification activities will not be approved unless the following conditions are met:

(1) The proponent can provide reasonable, scientifically supportable assurance that the activities will not produce permanent, substantial changes in natural conditions.

(2) The proposal does not include any feature that might reasonably be expected to produce conditions incompatible in appearance with the wilderness environment or reduce its value for recreation, scenic, scientific, education, conservation, or historical use.

The effects of weather modification activities may be permanent or temporary depending upon the type, duration, and degree of change in weather brought about by that activity.

Generally, short-term weather-modification activities, which will produce only occasional, incidental, temporary, or transitory changes in the weather with carryover effects on the ground lasting only a few days beyond the actual seeding period, can be permitted over wilderness because little or no permanent, identifiable ecological or physical impact is likely. Conversely, long-term weather modification programs, which will produce a repeated or prolonged change in the weather during any part of successive years, are likely to have a direct and often substantial impact in terms of ecological and physical effects. Even though the human contribution to these impacts on the ecology and physical conditions on the ground may be obscured by the fact that the activities are carried on outside or above the wilderness, they nevertheless can be recognized to be the result of human activities and therefore cannot be permitted where they will directly affect wilderness areas.

State Directors will gather necessary information relative to items 1 and 2 and make recommendations to the Director on any activity or application. The Director will approve activities or installations relative to weather modification affecting wilderness.

III. G. Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. The BLM will manage designated wilderness areas as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977).

According to the Clean Air Act, air quality reclassification is the prerogative of the States. The States must follow a process mandated by the Clean Air Act Amendments of 1977, involving a study of health, environmental, economic, social, and energy effects, a public hearing, and a report to the Environmental Protection Agency.

Administrative actions within wilderness areas will comply with the air quality classification for that specific area.

III. H. Rangeland Management

1. Livestock Grazing Operations

Section 4(d)(4)(2) of the Wilderness Act provides for continued livestock grazing where established prior to designating the area as wilderness. The objective of livestock management in wilderness is:

> Utilize the forage resource in conformity with established wilderness objectives for each area and the BLM grazing regulations (43 CFR 4100), and through practical, reasonable, and uniform application of the congressional guidelines and policy.

Further insight on the subject is in the Conference Report on S.2009 (House Report 96-1126) under the heading "Grazing in National Forest Wilderness Areas." These congressional guidelines and policy are to be considered in the overall context of the purposes and direction of the Wilderness Act and will be applied nationwide. They are reprinted here verbatim as an excerpt from House Report 96-1126:

Senator McClure. Thank you.
Brad Little.

STATEMENT OF BRAD LITTLE, VICE PRESIDENT, IDAHO WOOL GROWERS ASSOCIATION

Mr. Little. Mr. Chairman, Senator, Governor, I'm Brad Little, vice president of the Idaho Wool Growers Association.

The Idaho Wool Growers Association has a long-standing resolution opposed to additional lands in Idaho being designated wilderness. It has been proven that wilderness designation simply prohibits sound range and forest management technique from being employed.

Although Senate Bill 2055 takes a definite step in the right direction in several categories relating to wise management land use of these designated lands, it falls short in several categories.

Senate Bill 2055 does not settle the wilderness question in Idaho. The bill not only locks up an additional 1.4-million—And we feel 600,000 acres additionally because of the emphasis on recreation and special management areas—but it allows the next generation of forest plans to recommend additional acreages of wilderness designation.

The bill does not address the BLM wilderness issue. Noxious weeds have become a severe problem, and Senate Bill 2055 does not allow for current noxious weed control practices to be continued or implemented when needed on rangelands designated for wilderness or special management.

An issue that has been debated extensively this past year has been the U.S. Forest Service Fire Suppression Policy in wilderness areas.

On a personal note, I was impacted by the Deadwood fire and am concerned about the exorbitant suppression costs and associated resource damages by the lack of suppression in wilderness areas.

Senate Bill 2055 asks of designation of several areas that are relatively low in elevation and are located near population centers in Idaho. We feel it is to the public benefit that fire suppression techniques be employed in several of the proposed wilderness areas where grazing and/or public use of these areas are extensive.

The bill would identify these areas—or the bill should identify these areas and so state the areas be protected for maximum resource and recreation use.

Section 301 of the bill, in a brief paragraph, grandfathers in grazing of livestock on lands designated as wilderness and special management areas. It does not, however, address specifics to the livestock grazing problem as a whole. For example, should an allotment within a wilderness area created by this bill be allowed to lay vacant for a period of time or change hands to a new permittee, would the allotment be allowed to come back into use?

What about upkeep or replacement of other developments that are essential to a grazing allotment, such as corrals, bridges and trail maintenance and use of power tools. Would this type of development upkeep be allowed?

The bill needs to address these issues and include them in part of the grazing program.

Section 307 of the bill calls for acquisition of all privately-owned lands within the wilderness and special management areas created by the bill. This association vehemently is opposed to this. Private land ownership is one of the fundamental cornerstones of our society and is a basic part of our overall tax system. To remove all the private land ownership from these areas would reduce or weaken the basis of many private enterprise ventures operating in these areas and would go far in denying the development of recreational facilities to serve the public in the future.

Livestock producers are the major taxpayers in many Idaho counties and cannot afford to be the sole source of property taxes.

Mr. Chairman, the areas designated wilderness and special management areas by Senate Bill 2055 encompass rangeland that contains 43,889 active AUMs. Those are the AUMs within the bill, and there are a lot of allotments that are contiguous to these areas which would also be impacted.

The economic impact to Idaho's livestock industry and to the economy of this state is very significant should the wilderness designation be used to phase livestock grazing out of the proposed wilderness and special management area.

We urge that this proposed bill be strengthened considerably in regards to protecting Idaho's range livestock industry.

Thank you, Mr. Chairman. I guess I would propose to any mother who thinks that her son or daughter ought to be a senator or a governor, have her son sit through these hearings and maybe that would be a deterrent to higher political aspirations.

Senator McClure. Thank you.

Sherl Chapman.

STATEMENT OF SHERL L. CHAPMAN, EXECUTIVE DIRECTOR, IDAHO WATER USERS ASSOCIATION, INC.

Mr. Chapman. Mr. Chairman, Senator, Governor Andrus and other members of the committee, my name is Sherl Chapman. I'm executive director of the Idaho Water Users Association which is an organization here in Idaho that represents 154 irrigation districts and canal companies and over 95 agri-businesses throughout the state. And we represented within our membership over two and a half million acres of irrigated land statewide in Idaho.

I would like to commend Governor Andrus and Senator McClure for the work that they have done on this bill. I'm certain that it took a great deal of hard work and a lot of thought and now a lot of criticism.

The Idaho Water Users Association supports multiple-use concept of natural resources. And we feel that our national forests and our public lands should be working resources and working for the benefit of all of Idaho citizens.

In the past, we have had positions that essentially were against any new wilderness designations, but we realize that there are strong pressures in our state and from without our state that new wilderness needs to be designated. And there may be some areas where that designation will not adversely impact our resource base.

I don't want to comment today on those boundaries that were proposed in the legislation because that's not our area of expertise.

And we'll leave it to others who are more well versed in those particular areas to either criticize or support your boundary designations.

I would like to limit my remarks today to the water resource aspect of the bill.

Over the past many years we've seen efforts by federal agencies to usurp the state's water allocation rights, particularly here in the west. Many agencies have tried to convince Congress that those agencies had a mandate to manage the water in the West for us in our best interest: FERC, Corps of Engineers and others.

We feel that the language contained in Section 302(a) is supportive of states' water allocation procedures, and we support that language very strongly.

I want the record to be very clear that it is our interpretation of that language that it does not adversely impact existing federally reserved water rights for national forest lands or any other lands. It only affects the new wilderness designations.

The federal government under this language would have to come in, just the same as any other entity to our state, file a water right application, go through the public interest criteria and all of the other steps anybody else does. And then they would be issued a water right for those wilderness purposes. And there's no reason they should not do that. That would protect them. They would know exactly how much water they had available for wilderness. The rest of Idaho's citizens would realize and know just how much water was left for appropriation. And Idaho's ongoing adjudication of water rights in the Snake River Basin would not be placed in jeopardy.

If we do not have finite language such as this in the legislation, we could end up spending over $28-million here in the State of Idaho trying to adjudicate over 185,000 water rights and find that we don't have anything because we did not know what the federal claims are.

So we very much support the language in 302(a) and would urge its retention in any bill that's finally adopted.

Lastly, we have the same concerns over noxious weed problems that the other gentlemen have expressed, and I won't go into that in the interest of time. It is included in my written testimony, and I appreciate the opportunity for providing you with this testimony today.

Thank you.

[The prepared statement of Mr. Chapman follows:]

Representing Over 2,000,000 Acres of Irrigated Land

Idaho Water Users Association, Inc.

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TESTIMONY ON

S-2055

BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

MARCH 11, 1988

BOISE, IDAHO

Mr. Chairman and Members of the Committee:

My name is Sherl L. Chapman and I am Executive Director of the Idaho Water Users Association. Our Association represents over 150 irrigation districts and canal companies throughout Idaho and 95 agri-businesses statewide. Included in our membership is approximately 2/3 of the irrigated acres in our state. Over the past several years there have been many efforts to expand wilderness designation in the State of Idaho. The Association's position has been that our forests and natural resources should be working resources and not locked up for a privileged few. The multiple use concept of managing natural resources has worked well in the past and we feel is to the best advantage of the general public. With proper management and planning, grazing, logging, mining, agricultural development and other uses have benefited man and our resource base in Idaho.

We realize, however, that there are strong interests and pressures to expand the wilderness acreage in Idaho. While we feel that such wilderness expansion is an unusually restrictive use of our natural resources, we would agree that certain portions of our forest lands could be put into wilderness without significant impact to our resource base. I do not today intend to suggest modification of the proposed boundaries that Senator McClure and Governor Andrus have so carefully worked on since that would take a great deal more analysis and study than we have resources to commit and I am sure that significant consideration was given to each one of the proposed designations. Since our interests lie in preservation of state water resources and water rights issues, I will limit my comments to those areas we feel would impact those I represent.

Over the past several years we have seen many efforts by agencies of the federal government to usurp the state's rights in water allocation. This seems to be an ever growing and popular concept in the federal government. Many agencies are trying to convince Congress and the individual states that the federal government can better manage our water resources and that Congress has given these agencies a mandate to accomplish that goal. We do not believe this to be true and are prepare to commit whatever resources necessary to maintain state's rights in water allocation procedures whatever the agency involved.

The language contained in Section 302(a) of Senate Bill 2055 is language that protects state's rights and yet allows the federal government to establish a right to waters necessary for the purposes of wilderness. The language establishes a method whereby a finite amount of water may be quantified by the federal government and is to be included in Idaho's allocation procedures. This will allow the federal government to know exactly how much water is available and how much it has a right to in the wilderness as well as allowing the citizens of Idaho to know exactly how much water is yet available for appropriation. Idaho is presently involved in the largest adjudication of water resources ever attempted in the United States. It has been estimated that the cost for this adjudication will exceed $28 million and involve over 185,000 individual water rights. Unless specific language such as that included in Section 302(a) is included in the final wilderness bill, these efforts will be jeopardized. There is no reason that the federal government cannot use this language to quantify it's water rights for wilderness in a manner consistent with wilderness purposes. To allow ambiguous language, as has been the case in many federally reserved rights in the past, to be inserted in the bill will work to the detriment of the federal government as well as being disastrous to the State of Idaho.

While it is true that wilderness designations in the headwaters of stream system may not create significant problems for water users downstream, the ever growing effort of establishing new wilderness areas elsewhere in our state dictate that language, such as that included in Section 302(a), must be included in this and all wilderness legislation for the future. Idaho has many on-going studies relating to potential wilderness, particularly on Bureau of Land Management lands. These areas are not in the headwaters of basins and unless protective language is included in wilderness proposals for those areas, both upstream and downstream water users could be injured. It is for these reasons that we insist that the language in Section 302(a) be retained in this act if it is to be passed.

An additional area of concern is noxious weed control in wilderness areas. While there are those that would argue that noxious weeds have a place as part of the wilderness flora, once seeds from such noxious plants leave the wilderness area they severely impact downstream water users. We in the agricultural community are charged by law to control noxious weeds and are under penalty of law if we fail to do so on our own lands. Additionally, the State of Idaho appropriates thousands of dollars every year for control of noxious weeds. To allow these types of plants to flourish in wilderness areas without control, may create a severe problem for water users in Idaho since these weed seeds will be carried downstream in waterways and eventually into canals and onto agricultural lands. This dichotomy needs to be addressed in the legislation and a mechanism established to eliminate this problem.

I thank you for the opportunity to provide you with these comments today in behalf of the Idaho Water Users Association.

Respectfully submitted,

Sherl L. Chapman

Sherl L. Chapman
Executive Director

SLC:kje

Senator McClure. Gentlemen, thank you very much. The Chair and I just want to comment. I appreciate your careful delineation of the water rights language because there seems to be more confusion, perhaps, about what that means than any other section of the bill.

And it is appropriate and correct to say that it does not disturb current federal claims to water rights under the Reserve Rights Doctrine. I might desire that, but it does not do that. It doesn't even claim to do that.

It does simply say that there will be no additional water rights claimed as a result of the creation of special management units under this bill and provides the means by which such additional water claims would be urged pursuant to state law.

I appreciate your careful delineation of it because, again, I think there's been some confusion as to what that language does mean and what it does not mean.

Gentlemen, thank you very much for your testimony.

We'll take a brief five-minute recess.

Actually, I want to thank the members of panel four who will be on next immediately following the break: Doug Tims, Bob Lechot, Ernie Lombard, Ron Geertson and Steve Gunderson.

And I would remark to the members of the final panel, panel number five, that they should come down to the front row and be ready to take up immediately following that. That's John Bender, Robert Hitchcock, Clair Miles, Jack Lemrick, Patricia Holmberg and Skip White.

[Whereupon a short recess was taken.]

Senator McClure. Members of panel number four: Doug Tims, Bob Lechot, Ernie Lombard, Ron Geertson and Steve Gunderson.

First witness is Doug Tims. I keep saying "Time" because it's blurred on my sheet. I'm sorry.

STATEMENT OF DOUG TIMS, VICE PRESIDENT, IDAHO OUTFITTERS AND GUIDES ASSOCIATION

Mr. Tims. Thank you, Senator.

My name is Doug Tims. I'm vice president of the Idaho Outfitters and Guides Association representing 200 outfitters and guides in the State of Idaho.

I'm also owner of Northwest River Company, an outfitter on the Middle Fork of the Salmon and the Selway Rivers; a principal in Maravia Corporation, a manufacturer of inflatable, high performance whitewater rafts for the river industry located here in Boise.

The outfitting and guiding industry is a vital and growing segment of the Idaho economy, contributing in excess of $45 million in 1987 with a growth rate in excess of ten percent per year since 1983.

If you plot the areas of activity for outfitters and guides in Idaho on a map and overlay this on a map of wilderness in Idaho, there is a virtual exact match. In our industry, wilderness means jobs and growth.

Outfitters and guides hold a unique position in the wilderness system. Just as federal agencies are designated a special position by Congress to manage these areas, we are recognized by Congress and by federal and state agencies as the vehicle for a large segment of the American public to visit, explore and enjoy the wilderness of Idaho. We do not take this position lightly. Our job calls for a special type of person, a combination of a conservationist, small businessman, educator, wrangler or boatman, nurse, cook and bookkeeper.

Economic studies of our industry show that the average outfitter nets 4.5 percent on his gross or less than $90,000 per year. It is obvious that we are not in it for the money. Just as the Fish and Game conservation officer, the Forest Service hands-on manager, the BLM line officer, the individual hiker or hunter, we are there because we have a special appreciation for the qualities of this remarkable country.

As you know, IOGA presented a site specific proposal to your staffs that represented the concerns or our members. Just as you abandoned the old numbers game, we went to each member to determine drainage by drainage, unit by unit what areas were of critical importance to us.

We also asked for help in another key area. Although outfitters have been mentioned in previous wilderness bills, the language is tentative and open to wide interpretation. Over the years, we have expended a lot of time and energy fighting for fair interpretations, interpretations that will allow a sound and viable outfitting industry.

Included in this proposed legislation is language that would clarify and assure the future of our industry. Specifically, Section 308 is of prime importance to us. This bill would allow us to focus on the job that Congress intended for us in the wilderness, providing a safe and quality wilderness experience for the American public.

Under this bill, people who lack the experience, the knowledge, the equipment or whose access to the wilderness might be limited by physical handicap or age, can be assured of a viable outfitting and guiding industry to assist them in utilizing this valuable national resource.

Our association, its members, board of directors and wilderness committee have followed with interest the difficult task that Senator McClure and Governor Andrus have undertaken in forging this proposed legislation. Many of the specific areas that our individual members identified as critical to the economic well-being of their businesses received the designation that they desired, some wilderness and some non-wilderness.

Today and at the other hearings you will be hearing from members who feel that the treatment of their specific area will detrimentally affect their livelihood. And I hope that you can give consideration in future deliberations to their needs.

As a representative of the Idaho Outfitters and Guides Association, I am here today to express our support for this legislation. We appreciate the recognition that this bill gives to the vital role that outfitters and guides have to play in the future economic growth of Idaho. Our interest is to fulfill that role while utilizing traditional outfitting practices to assure the safety of the public, to protect the resource, to preserve wildlife habitat and maintain the quality of our free-flowing wilderness rivers.

Thank you for the opportunity to express these views of the association.

And as a personal note, I would like to add my thanks to Senator McClure and Governor Andrus for the time and hard work that they have put into this bill. It is my hope that the people of Idaho will come together in support of this bill, to put behind us the divisiveness of past wilderness battles, and focus on the future of providing a quality life to all Idahoans, from loggers to miners, from farmers to guides, for all the working men and women of Idaho.

Thank you.

Senator **McClure**. Thank you.

Governor **Andrus**. Thank you.

Senator **McClure**. Bob Lechot.

Would you please get the microphone over as well.

Thank you.

STATEMENT OF ROBERT K. LECHOT, PRESIDENT, IDAHO STATE SNOWMOBILE ASSOCIATION

Mr. **Lechot**. Governor Andrus, Senator McClure, the Idaho State Snowmobile Association appreciates the opportunity to be able to voice our concerned opinion.

On behalf of the 20,000-plus registered snowmobile owners in the State of Idaho and the additional thousands of snowmobilers that use Idaho for snowmobiling, I am commenting on S. 2055.

Idaho snowmobilers and those from other states that use Idaho to snowmobile are adamantly opposed to additional wilderness in Idaho. Snowmobilers are very concerned and frustrated at the prospect of losing our use of millions of additional acres of land. It is grossly unfair to exclude from our use these public lands when snowmobiling damages land even less than the use of horses and the human foot traffic that is allowed in wilderness areas.

Idaho already has 4 million acres of wilderness, which is 20 percent of our national forest. S. 2055 would increase the wilderness acreage to 28 percent of our national forests in Idaho. Studies show that only five percent of those people who use our national forests in Idaho use our wilderness areas. The reason for this is simple. Wilderness is highly discriminatory in favor of the very healthy who are physically capable of walking into the wilderness with all of their gear necessary to enjoy the experience. Not many people are capable of this, including our elderly and our handicapped.

Many snowmobilers are elderly. And without the use of their machines in the winter and their vehicles in the summer, they are condemned from the use of our forests forever.

Most people that live in Idaho and those that visit Idaho do so because of the love and the use of our outdoors.

Wilderness designation deprives us from using our lands by not allowing us to cut wood, trail ride, use mountain bicycles, ride ATVs, snowmobile, camp by motor home, camp trailer or camper, by not allowing us to log or mine or simply take our car or truck for a beautiful scenic ride in the areas we have done so for generations.

Wilderness will eliminate all fishing or hunting in the wilderness area except for those fishermen or hunters who are physically capable of walking long distances or are wealthy to the point of owning their own horses or hiring a guide.

Tourism is the third largest industry in Idaho. Tourism not only includes the thousands that travel to Idaho each year in campers, trailers and motor homes to use our national forests, but also includes our in-state residents who pack the family in the car or truck, pulling their snowmobiles in the winter or campers in the summer.

These people travel to many of the proposed wilderness areas. They spend their money along the way. They eat in restaurants. They buy gas and groceries at stops.

With the tourism industry becoming so important to our state, from an economic standpoint and for all the people using the lands in this manner, from the enjoyment standpoint, now is not this time to legislate these people into going to other states.

Another area of concern is that with the continually more wilderness, we are forcing the non-wilderness outdoor users to be concentrated more and more in non-wilderness land.

If this bill passes, 28 percent of our national forests will not be used by more than five percent of the people that used this land before the wilderness designation. The remaining 95 percent of the users will be relegated to the remaining open 72 percent of the land. Over-use of some areas will definitely occur, with the resulting damage meaning that we are simply following a management practice of sacrificing some land in favor of other land.

We do not need more wilderness. We may need better management of the land we have. And we encourage better management. However, wilderness is a plan of non-management or management by neglect.

We applaud your efforts at better management through the use of special management areas instead of wilderness, and we would encourage more of this philosophy instead of wilderness designation.

Two areas we are very concerned about are in southern Idaho. Our representatives at your other area meetings are voicing concern about specific areas in those parts of the state.

These two areas do not fit the definition of land to be designated as wilderness areas as outlined by the Wilderness Act of 1964.

The first area is the Trinity Mountain area. It is not desirable for wilderness designation because of the following reasons: The Boise National Forest is not recommending wilderness designation in this area. The Forest Service has stated that multiple use in the area has provided favorable use opportunities for all people without people problems or conflicts or environmental problems for years.

There are already restricted trails in the Trinities that allow hikers, backpackers and people on horses favorable primitive experience and enjoyment while restricting motorized vehicles.

There are no conflicts on Forest Service records between user groups. Multiple recreation use has worked perfectly for years. The area is heavily roaded, and about 16 to 18 thousand dollars yearly is spent on road maintenance on roads which are heavily used by recreationists.

The highest road in Idaho is in the Trinities, giving all people availability of true alpine experience.

We have spent over $100,000 of ORV monies in the last two years on upgrading our snowmobile trail system in the area.

The other area is the Snowbank Mountain area west of Cascade. ISSA is not in favor of further wilderness.

If this bill is to travel down the path of national vote, we ask that you exclude the Trinities and Snowbank Mountain areas from S. 2055 or at least include these areas in the special management area.

Thank you, Governor Andrus and Senator McClure for allowing the Idaho State Snowmobile Association to voice our concern.

Senator McClure. Thank you.

Ernie Lombard.

STATEMENT OF EARNEST LOMBARD, BLUE RIBBON COALITION

Mr. Lombard. Senator McClure, Governor Andrus, committee members, my name is Earnest Lombard. I've been asked to speak today to represent the Blue Ribbon Coalition.

You've already heard some testimony from them in Idaho Falls, and I just wanted to add a few more comments to that same testimony.

The first thing I would like to address is the wilderness concept itself. And that is to not question the validity or the idea of wilderness, whether it's a good thing or a bad thing. That is really maybe not the issue here.

People claim that wilderness is an environmental issue. We tend to maybe disagree with that a little bit. We feel that it's more of a philosophical issue or ideological issue, if you will, and maybe not necessarily an environmental issue.

People try to blow the whole thing out of proportion when they speak of the environmental side of things. I use the word "environmental" to say other things that they mean or imply.

If you disagree with the ideological, if you will, the issue is not to mean that you don't care about the resources or the land or the wildlife or those sorts of things. In fact, it's quite the opposite.

What we as the Blue Ribbon group base our ideas on is the concept of multiple use can apply even to primitive areas, and if you wish to use the word, even wilderness areas.

In feudal times in England and Europe when kings owned everything and the populace were serfs that owned nothing, the king was able to go out in the woods and kill his stags and do pretty much what he wished with the land. It was his domain. No one else had the right to do any of those things.

Today in America we have quite a different country than that. When our forefathers came across the ocean to establish this country, they rejected that concept. And they, when they wrote the Constitution of the United States, they also rejected that concept. And they said that free men own property, and free men are able to utilize the resources of the country really to build a whole new world.

Those of us who live in Idaho live here for a lot of those same kinds of basic reasons. We love the freedom that it allows us, the freedom to go out and enjoy the things that only kings were able to enjoy in previous history.

That freedom is not a freedom to abuse that resource, mind you, and we deplore that abuse as much as anyone else in this room. I think there's quite a difference between the word "use" and "abuse." And we would like to make that distinction.

There's a story about a traveler who went by a very nicely kept farm, and he said to the farmer, he says, you and God have a very nice farm here. And the farmer looked back at the traveler and he says, yes, I do, but you should have seen it a few years ago when just God had it.

I think that makes a point that things need to be managed. The resource and the idea of wilderness needs to be managed.

Of those of you who were here in Idaho last summer, if you recall, there were a few times when even the streets of Boise were choked with smoke. The canyons of Lowman, Stanley and the center of our state were choked with smoke. The Frank Church Wilderness area burned on for weeks and weeks and actually months before it finally burned itself out in late summer.

That's quite a different idea of management of wildlife in the forest than what we've always heard in the past. We've always heard to always put your cigarette out. Smoky Bear knows best. Don't burn up the fuzzy little animals and all those sorts of things. We go through tremendous changes of what we think is right and wrong with the management of our resources, but at least they're managed.

The idea of wilderness, of turning it over to just wilderness means that there's no management, other than per-chance management of where lightning strikes next, the hit and miss concept, if you will, of letting Mother Nature know best.

If we're going to speak to the ideological idea that we are going to eliminate all man-caused and man-made intrusions, if you will, environmental conflicts with the wilderness, then we really have to look at the fact that the biggest intruders into the wilderness is really man himself. If we're going to at some point take the ideological view, that really doesn't matter how man gets there, whether he rides his trailbike, he rides his horse, or whether he walks in, but he is an intruder into that wilderness and he upsets the delicate balance of nature; and therefore, could not a case be made that man himself is a culprit in all this. And since he is the culprit, that logically follows then that he should be banned from the use of this resource.

If such a thing should happen, we have all gone full circle, interestingly enough, and we're almost there now because under the current idea of wilderness, the only user of it is limited to a very few and limited number of people who have the time and physical resources to be there and enjoy these amenities. We're coming very close to returning it to the time of kings when only a limited number of people will be able to enjoy what now the freedom allows many.

I really ask you if that is the American idea and the American way? I think not. It is our idea that the—the Blue Ribbon Coalition thought that the primitive areas need management. And it certainly has value. No one would argue that concept.

The primitive areas need to be managed under the concept of multiple use, managing that use so that the environment is enhanced, not deteriorated from, and that everyone can take part in the wonder and joy found in the great State of Idaho and this wonderful resource that we love so much.

Thank you.

Senator **McClure**. Thank you very much.

Ron Geertson.

STATEMENT OF RON GEERTSON, IDAHO HUNTERS' ASSOCIATION, INC.

Mr. **Geertson**. I'm Ron Geertson. I represent the Idaho Hunters' Association. Thank you for allowing us to present our views.

We're a very new organization. In the last year our membership has really taken off. We've recently passed 1,000 in membership. We feel we've turned the financial corner, and we now have a full-time executive director.

This statement concerning Senate Bill 2055 is on behalf of the central section of the Idaho Hunters' Association and represents their official position as determined by the board of directors and the membership.

We do not oppose the preservation of some of the most outstanding scenic and wild areas of Idaho. However, we feel that a proper balance has already been achieved with the lands now designated as wilderness.

We oppose any new wilderness designation or the expansion of any existing wilderness areas.

The position of our membership is consistent with the desires of a substantial majority of Idaho residents as evidenced by several 1 ent polls. We have found that some hunters who do support additional wilderness are not aware of the true concept of wilderness and its restrictions and limited access.

We find it ironic that some outfitters and guides are supporting more wilderness while environmental organizations are working for more restrictive regulations, if not the outright elimination of commercial outfitting in wilderness areas. We have supporting documentation for this point.

The Idaho Hunters' Association is absolutely convinced that the most important tool for maintaining or increasing wildlife numbers is wildlife and habitat management. Wilderness implementation does not necessarily lead to increased wildlife populations.

Management of game habitat is the key, and management is not part of the wilderness concept.

In wilderness, game will supposedly manage itself. Humans are the only species that will be managed.

We are permitted to improve game habitat, and we are acutely aware that this is not permitted under wilderness regulations.

The Idaho Hunters' Association is apprehensive that increasing the size of Idaho's wilderness, combined with the increasing propensity of both federal and state agencies to close roads will limit or make access so difficult that hunting opportunities will be lost. For example, elk hunting in Chamberlain Basin would be an extremely expensive and difficult undertaking if the trailhead were, for example, Landmark. This may seem an extreme example, but when considered in view of the recent closure by the Forest Service of the only all-season access road to the community of Yellow Pine, it is not an unreasonable assumption.

In a recent newsletter, the Wildlands Defense Coalition has oppposed the portions of this bill which will allow continued use of the backcountry airfields.

The Idaho Hunters' Association feels that this attitude, combined with other access restrictions, presents a significant threat to the hunting public.

Many of Idaho hunters and outdoorsmen gain their livelihood from resource-based industry. Wilderness has and will continue to have a negative impact on these industries. If our members are forced to move out of state for employment, then they obviously will not be here to enjoy Idaho's hunting and fishing.

We are certainly not interested in low paying and seasonal service jobs that might or might not be present as a result of increased tourism.

In conclusion, the Idaho Hunters' Association does not support any more wilderness. However, we find language and the precedents that are established for the special management area acceptable. We recommend further development of the special management concept if it will allow continuation of traditional recreation and resource uses.

Thank you.

Senator McClure. Thank you.

Steve Gunderson.

STATEMENT OF STEVE GUNDERSON, PRESIDENT, IDAHO TRAIL MACHINE ASSOCIATION, INC.

Mr. Gunderson. Senator McClure, Governor Andrus, my name is Steve Gunderson. I'm the president of the Idaho Trail Machine Association.

The Idaho Trail Machine Association is opposed to any more wilderness; and in fact feel there is more than enough already. Now, we appreciate the feeling for the need for total solitude, but feel that primitive non-motorized designation, along with existing public land management capabilities on existing wilderness acreage is more than adequate.

To call for more than that says that we, the American people, are not capable of that type of arrangement, and that a small minority is going to continue to find more ways to lock up more and more land. This lockup will continue to compound the concentration of people using the remaining land. Politicians must see what is going on and stop it.

Both Senator McClure and Governor Andrus are to be commended for their efforts to solve this wilderness issue. We have shown a willingness to compromise. Proponents of wilderness are not willing to compromise, and therefore must be stopped with understanding, effective democratic processes and a firm resolve.

Selected comments that support our position and/or that need attention with this bill are as follows:

1. Boundaries along existing trails must leave the trails outside the wilderness area.

2. Best public land management policy is wise multiple use and dispersed shared use.

3. We have a lot of money and time into maintenance of trails both in and out of proposed wilderness areas.

4. Wildlife studies don't show ORVs with negative impact on game.

5. Trail systems in wilderness will deteriorate over time.

6. Man on foot, and man on foot with dog are significantly more disruptive to game than a trailbike.

7. The only management available in wilderness is by fire. What a massive waste.

8. No study has ever been done dealing with the economic and environmental impact of wilderness. That is an absolute must.

9. Wilderness is not an environmental issue, but an ideological issue that needs to be reined into perspective and reality.

10. There is not enough multiple-use area for the public to use, and there is too much wilderness that is seeing less and less use.

11. Corridors is a concept that's use needs to be expanded for motorized recreation.

12. Kids need to know where the line is drawn, and so should proponents of wilderness.

13. I hope that we have all learned enough to know that enough is enough and the line is drawn.

Thank you.

Senator McClure. Thank you, gentlemen, very much. I appreciate your testimony. Thanks for being here.

Let's hear from the last panel for this morning: John Bender, Robert Hitchcock, Clair Miles, Jack Lemrick, Patricia Holmberg, and Skip White. Would you divide yourselves between the two tables, please.

First witness, John Bender.

STATEMENT OF JOHN BENDER, SOUTHERN IDAHO REGION MANAGER, BOISE CASCADE CORP.

Mr. Bender. Thank you, Senator McClure, Governor Andrus, other members and representatives of the committee.

I'm John Bender, Southern Idaho Region Manager for Boise Cascade. In that capacity, I'm here this morning representing approximately 800 people who are directly employed by our company in southwestern Idaho with an annual payroll of $24-million.

In addition, we spend about $44-million in support of those operations in logging and related timber management services and products that we purchase from those local communities.

In the past five years we've also invested approximately $27-million in our facilities in southwestern Idaho, and the benefits of those expenditures have been placed throughout the local economy.

We feel that in the past we've been a stabilizing influence in the economy in which we operate. We feel our ability to fulfill that role in the future is dependent upon the predictable source of timber.

We use approximately 190-million board feet of timber annually in our operations. About 60 percent of that traditionally and in the future would have to come from the timber sale activities in the Boise and Payette National Forest.

Now, given that background and our dependency on timber, we feel we have to oppose this bill as written. We have four particular reasons for doing that, and I'll summarize them quickly.

The bill does not provide direction for management of non-wilderness roadless lands. From the very beginning, we've been candid with the parties in this negotiation about our company's and our industry's bottom-line interest. We could not support a bill that did not deal satisfactorily with the question of managing the remaining non-wilderness roadless areas to provide a dependable and predictable raw material resource.

We are opposed to a process that legally codifies only the wilderness portion and leaves management of all other roadless land vulnerable to appeal and litigation.

Fair forest management legislation will provide the same degree of certainty for multiple-use management as it does for wilderness advocates. Some have said that the drafting of such legislation would be difficult if not impossible. We disagree with that position. We submit with our testimony the legislative draft, Attachment A, for the record and for consideration of this committee as a method of achieving this objective.

The second point, we foresee that even the few positive elements now in the bill will be stripped out in the legislative process. We do commend Senator McClure for inserting the water rights and the road definition language into the bill. The problem, though, as we see it, is that we don't think those will stand the test of time as they pass through the Congress.

The bill also attempts to improve opportunities for multiple-use activities by creating special management areas, an effort to prescribe land management practices through wilderness legislation.

However, it's the opinion of our legal counsel that the legislation as written provides no benefit over the forest planning process. Even if Congress should enact the bill with the SMAs intact, the Forest Service would be bound to comply with provisions of the National Environmental Protection Act. Simply stated, there's no language, even for the SMAs, provided for in this bill.

Third, some high-quality timber areas which should remain available for timber harvest, and some of which have had past timber harvest, are instead designated as wilderness in this bill.

Our complete package of testimony refers to those areas with some recommended boundaries redrawn. I won't go into those in specifics at this time.

Our fourth point is that the passage of this bill would have a drastic and negative impact on Idaho's slow-recovery economy.

The Idaho Timber Study which was released approximately a year ago quantified the impact of the implementation of the forest plans as they were known at that time. And in that quantification was the negative impact that implementation would create a job loss of 682 jobs, $27-million in revenue in southwestern Idaho alone.

Another study that was conducted later by the University of Idaho at Governor Andrus' request confirmed at least a negative direction of that implementation. However, stated that the figures may be conservative.

The Governor's task force said that contrary to the Forest Service figures, it projected in the same time span the loss of over 1,500 jobs and $57-million in revenue for southwest Idaho alone, and that's included as Attachment D for the record.

The bill as presented contemplates adding 50,000 acres of wilderness on the Payette Forest alone beyond the forest's own plans. Such an expanded wilderness can only compound that timber supply shortfall and increase the negative impact on the economy of the state and of southwestern Idaho.

We certainly agree with and support the Governor's efforts through recent times to promote economic development within the State of Idaho, an effort for which he's requested nearly $1.9-million in the coming fiscal year.

However, to us, it does seem somewhat ill-advised and counterproductive to pursue economic development on the one hand, while on the other hand writing a bill that will cost hundreds of people their jobs and take millions of dollars out of the Idaho economy.

For all these reasons, the most important of which is lack of implementation language, Boise Cascade must oppose the wilderness bill as proposed.

Once again, thank you for the opportunity to provide testimony.

[The prepared statement of Mr. Bender follows:]

Statement of

JOHN BENDER

Southern Idaho Region Manager,
BOISE CASCADE CORPORATION

Before the

SENATE ENERGY & NATURAL RESOURCES COMMITTEE

On S.2055 - The Idaho Forest Management Act of 1988

Boise, Idaho - March 11, 1988

March 9, 1988

BOISE CASCADE - WILDERNESS TESTIMONY

I am John Bender, Southern Idaho Region manager for Boise Cascade Corporation. Thank you for the opportunity to present our analysis of Senate Bill 2055, the Idaho Forest Management Act of 1988.

First, I'd like to outline the scope of our operations in southern Idaho to document our interest in, and concern about, the management of Idaho's roadless lands.

I'm responsible for four Boise Cascade sawmills located at Horseshoe Bend, Cascade and Council; a planer mill, plywood plant, specialty operations and a 15 megawatt cogeneration facility located at Emmett; and for the management of 200,000 acres of Boise Cascade timberland located in southwestern Idaho.

- The Boise Cascade Southern Idaho Region directly employs 800 people, with an annual payroll of $24 million.
- We also spend about $38 million for logging and related timber management services each year.
- In the past five years, we've invested $27 million in capital improvements.
- Additional expenditures of approximately $6 million each year are made in the local communities where we have facilities, to purchase the various goods and services necessary to support our operations.
- In 1987, we paid approximately $2 million in state, local and county taxes on our Idaho operations.

Boise Cascade's presence in the communities in which it operates has been a stabilizing influence over the years. Our ability to continue this role of constructive contributions to the economic vitality of these communities is dependent upon a predictable source of timber.

At targeted production levels, our southwestern Idaho operations need about 190 MMBF of timber each year. About 60% of our timber supply comes from timber sales on the Boise and Payette national forests.

That is the background information behind our position on this bill. Boise Cascade opposes the legislation for four reasons:

1. THE BILL DOES NOT PROVIDE DIRECTION FOR MANAGEMENT OF NON-WILDERNESS ROADLESS LANDS.

   Clearly, the question of "TIMBER SUPPLY" is a matter of economic survival. From the beginning, we have been candid with the parties to this wilderness negotiation about our company's and our industry's bottom-line interest:

   > We could not support a bill that did not deal satisfactorily with the question of managing the remaining non-wilderness roadless acres to provide a dependable and predictable raw material source.

   After the expectations and hopes of progress created by Gov. Andrus and Sen. McClure, seeing the contents of this bill is a disappointment.

   This bill would create 1.4 million acres of additional wilderness, but it DOES NOT deal with the critical question of managing the remaining non-wilderness roadless acres to provide that future raw material supply. Therefore, the proposed legislation is fundamentally flawed.

   We are opposed to a process that legally codifies only the wilderness portion and leaves management of all other roadless lands vulnerable to appeal and litigation.

   Fair forest management legislation will provide the same degree of certainty for multiple-use management as it does for wilderness advocates. Some have said that legislation accomplishing this objective would be most difficult to develop. We disagree. In response to this need, we submit a legislative draft (Attachment A) for the record and for consideration of this committee as a method of achieving this objective.

2. WE FORESEE THAT EVEN THE FEW POSITIVE ELEMENTS NOW IN THE BILL WILL BE STRIPPED OUT IN CONGRESS.

   We commend Sen. McClure for inserting the water-rights and road definition language into the bill. Those are important considerations in any wilderness discussion. The problem, though, is we believe those positive elements will be amended out in Congress, nullifying the bill's usefulness.

   The bill also attempts to improve opportunities for timber harvest by creating "Special Management Areas, an effort to prescribe land management practices. Again, we believe Congress will eliminate the

SMAs, leaving behind a simple "wilderness designation" bill.

However, it's the opinion of our legal counsel that the legislation as written provides no benefit over the forest planning process. Even if Congress should enact the bill with the SMAs intact, the Forest Service would be bound to comply with provisions of the National Environmental Protection Act. This compliance might take the form of an environmental assessment or a full EIS, depending on the significance of the potential impacts.

Further, management of these SMAs is specified by this legislation, not by Forest Service plans or other criteria. But the management directives in the SMAs are site-specific, isolated to individual areas within the national forest system.

French Creek and the South Fork of the Salmon SMAs are critically important to the southwest Idaho timber industry. Specific management directives in these SMAs will, in our opinion, preclude the bill's implementation, thereby thwarting legislative intent.

For example, the management direction for the French Creek SMA contains "implementation traps" which virtually guarantee the need for court interpretation. While timber harvest would be allowed, the SMA language mandates that, at the same time, fish and wildlife habitat in the French Creek zone be improved. Since the area is now unroaded, fisheries habitat improvement in conjunction with timber harvest activities will be almost impossible.

3. SOME HIGH-QUALITY TIMBER AREAS, WHICH SHOULD REMAIN AVAILABLE FOR TIMBER HARVEST, ARE INSTEAD DESIGNATED AS WILDERNESS.

Boise Cascade is concerned about the Red Mountain and Payette Crest proposals. Attachments B and C are submitted with boundaries redrawn to retain high-value commercial timberlands in multiple use.

Idaho already has sufficient wilderness. Among the lower 48 states, only California has set aside more wilderness acres than Idaho.

In Idaho, there already are 5,704,209 acres - that's 8,913 square miles - locked up in such formal designations as wilderness, national recreational areas, natural areas, national natural landmarks and national monuments.

That means that, within the borders of Idaho, an area the size of New Hampshire is locked up in formal federal designations.

Boise Cascade's interest is in creating a multiple-use management system for those roadless acres remaining after designation of any additional wilderness. This bill's failure to deal specifically with management of those remaining non-wilderness roadless acres means the legislation does not provide a dependable, predictable flow of raw material for our mills.

4. PASSAGE OF THIS BILL WOULD HAVE A DRASTIC AND NEGATIVE IMPACT ON

IDAHO'S SLOW-RECOVERING ECONOMY.

The Forest Service's Idaho Timber Supply Study projects that, under the proposed national forest management plans for Southwest Idaho, there will be a 31 million board-foot shortage in timber supply. The impact of that on this corner of the state would be a loss of 682 jobs and $27 million in revenue, as well as a decrease of $245,000 in in-lieu payments to counties.

Another study conducted by the University of Idaho for Gov. Andrus indicates those economic-impact figures may even be conservative. The governor's task force said that, contrary to the Forest Service figures, it projected - in the same time span - the loss of 1,539 jobs and $57.2 million in income in southwest Idaho alone.

This bill contemplates adding 50,000 acres of wilderness on the Payette Forest BEYOND the forest's own plans. Such an expanded wilderness can only compound that timber-supply shortfall - and increase the negative impact on the economy of the state and of southwestern Idaho.

Let me quote from the governor's task force report:

> "Timber supply is important because of its contribution to total community income from logging, wood processing, supplies and services for the industry and consumer expenditures of timber industry employees. Potential loss of income to specific communities from reduced timber supply is the important issue on Timber."

The governor's own study shows that, barring major changes in forest plans, there will be a 31 MMBF shortfall in southwest Idaho's timber supply. That would cost enough jobs to virtually guarantee closure of an existing economic mill in southwest Idaho.

The study ordered by the governor contains important data concerning timber supply economics in southern Idaho; therefore we ask that the full text of this study be included as an important part of this record. (Attachment D) We agree with the findings of this report conducted at the governor's request.

We also agree with and support the governor's efforts to promote economic development - an effort for which he has requested nearly $1.9 million in the coming fiscal year. It seems ill-advised and counter-productive to pursue economic development on one hand, while on the other hand writing a bill that will cost hundreds of people their jobs and take millions of dollars out of the Idaho economy.

For all these reasons, the most important of which is lack of implementation language, Boise Cascade must oppose the Andrus-McClure wilderness bill.

Once again, thank you for the opportunity to offer our testimony on this bill. I would be glad to answer any questions you may have.

ATTACHMENT A

DRAFT

A BILL

To designate certain national forest system lands in the State of Idaho for inclusion in the National Wilderness Preservation System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be referred to as the "Idaho State Wilderness Act of 1987.

TITLE I

SEC. 101.(a) The Congress finds that--

(1) many areas of undeveloped national forest system lands in the State of Idaho possess outstanding natural characteristics which give them high values as wilderness and will, if properly preserved, contribute as an enduring resource of wilderness for the benefit of the American people;

(2) the Department of Agriculture is in the process of developing land resource management plans for each national forest in the State of Idaho which along with related congressional review of such national forests have identified areas which, on the basis of their land-form, ecosystem, associated wildlife, and location, will help to fulfill the national forest system's share of a quality National Wilderness Preservation System; and

(3) the Department of Agriculture's Land Resource Management Plans for individual national forest lands in the State of Idaho, together with the related congressional review of such lands, have also identified areas which do not possess outstanding wilderness attributes or which possess outstanding energy, mineral, timber, grazing, dispersed recreation and other values and which should not now be designated as components of the National Wilderness Preservation System but should be available for nonwilderness multiple uses pursuant to the Land Resource Management Plan for the applicable forest.

(b) The purposes of this title are to--

(1) designate certain national forest system lands in the State of Idaho as components of the National Wilderness Preservation System in order to promote, perpetuate, and preserve the wilderness character of the lands, protect watersheds and wildlife habitat, preserve scenic and historic resources, and promote scientific research, primitive recreation, solitude, physical and mental challenge, and inspiration for the benefit of all the american people, to a greater extent than is possible in the absence of wilderness designation; and

(2) ensure that certain other national forest system lands in the State of Idaho be available for nonwilderness multiple uses as set forth in the applicable Land Resource Management Plan.

SEC. 102. (a) In furtherance of the purposes of the Wilderness Act, completion of the applicable National Forest Land Resource Management Plan and upon the conclusion of judicial review as set forth in Sections 201 and 202 of this Act, the following lands are hereby designated as wilderness and, therefore, as components of the National Wilderness Preservation System--

(1) certain lands in the Payette National Forest, Idaho, which comprise approximately ____________________ acres, as generally depicted on a map entitled "_______ _______________________," dated ________________, 1987, and which shall be known as the ________________________ Wilderness.

(2) certain lands in the Nez Perce National Forest, Idaho, which comprise approximately ___________ ________________ acres, as generally depicted on a map entitled "_________________________," dated ___________, 1987, and which shall be known as the _________________ Wilderness;

(3) certain lands in the Clearwater National Forest, Idaho, which comprise approximately ___________

____________________________ acres, as generally depicted on a map entitled "__________________________," dated _______________, 1987, and which shall be known as the ____________________ Wilderness;

(4) certain lands in the Challis National Forest, Idaho, which comprise approximately ____________________ ______________ acres, as generally depicted on a map entitled "________________________," dated ___________, 1987, and which are hereby incorporated in and shall be deemed to be a part of the ____________________ Wilderness;

(5) certain lands in the Sawtooth National Forest, Idaho, which comprise approximately ____________________ _____________ acres, as generally depicted on a map entitled "____________________________," dated ________ ___________, 1987, and which are hereby incorporated in and shall be deemed to be a part of the _______________ __________ Wilderness;

(6) certain lands in the Idaho Panhandle National Forest, Idaho, which comprise approximately ___________ ____________________ acres, as generally depicted on a map entitled "____________________________," dated _____ __________________, 1987, and which shall be known as the ___________________________ Wilderness;

(7) certain lands in the Boise National Forest, Idaho, which comprise ________________________ acres, as generally depicted on a map entitled "________________________," dated ______________, 1987, and which are hereby incorporated in and shall be deemed to be part of the ____________________ Wilderness.

SEC. 103. (a) As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file the maps referred to in this Act and legal descriptions of each wilderness area designated by this Act with the Committee on Energy and Natural Resources, United States Senate, and the Committee on Interior and Insular Affairs, House of Representatives, and each such map and legal description shall have the same force and effect as if included in this Act: *Provided, however*, That correction of clerical and typographical errors in such legal descriptions and maps may be made. Each such map and legal description shall be on file and available for public inspection in the office of the Chief of the Forest Service, Department of Agriculture.

(b) Upon the completion of individual Forest Land and Resource Management Plans and the conclusion of judicial review as set forth in Section 201 of this Act, and subject to valid existing rights, each wilderness area designated by this Act shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act of 1964 (78 Stat. 892) governing areas designated by that Act as wilderness areas, except that, with respect to any area designated in this Act, any referance in such provisions to the effective date of the Wilderness Act of 1964 shall be deemed to be a reference to the effective date of this Act.

SEC. 104. (a) The Congress finds that--

(1) the Department of Agriculture is in the process of completing Land Resource Management Plans for the individual national forest lands in the State of Idaho; and

(2) the Congress has made its own review and examination of national forest system roadless areas in the State of Idaho and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that--

(1) without passing on the question of the legal and factual sufficiency of the individual national forest land resource management plans and their supporting final environmental statements with respect to national forest system lands in the State of Idaho, such land resource management plans, environmental

statements and decision notice shall not be subject to judicial review with respect to national forest system lands in the State of Idaho except as provided in Sections 201 and 202 of this Act.

(2) with respect to the national forest land resource managment plans, those lands not listed in Section 102 of this Act or designated congressional wilderness shall be managed pursuant to final land resource management plans developed pursuant to Section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act.

(3) Unless an appeal is taken pursuant to the provisions of Sections 201 and 202 of this Act, no resource plans, permits, contracts or other activities shall be subject to administrative or judicial review on the grounds that the activity or proposed activity affect lands that should be included in the national wilderness system or may render such land unsuitable for inclusion in the national wilderness system.

(4) Resource plans, permits, contracts, and all other activities for the use and occupancy of the roadless areas of the national forest systems shall not be subject to administrative or judicial review except as provided in Sections 201 and 202 of this Act.

TITLE II

SECTION 201. Subject to valid existing rights, resource plans, permits, contracts, and all other activities for the use and occupancy of national forest system lands shall be consistent with the land resource management plans. Administrative and court challenge to resource plans, permits, contracts, and all other activities conducted or proposed to be conducted on national forest lands shall be limited to a determination of the consistency of the activity conducted or proposed to be conducted with the land resource management plan developed pursuant to Section 6 of the Forest and Rangeland Renewable Resource Planning Act of 1974, as amended by the National Forest Management Act of 1976.

The following matters are excluded from the provisions of Section 201 and 202: (1) Decisions appealable to the Agricultural Board of Contract Appeals under 7 C.F.R. Part 24, (2) Decisions concerning contracts under the Federal Property and Administrative Services Act of 1949, as amended, (3) Decisions covered by the Contracts Disputes Act, (4) Decisions involving personnel matters, and (5) Decisions where relief sought is reformation of a contract or award of monetary damages.

SECTION 202. Designated lands shall be incorporated into the wilderness preservation system after completion of administrative and court review of land resource management plans, supporting environmental statements, and decision notices. Judicial review of land resource management plans, supporting environmental statement and decision notices is barred unless initiated within sixty (60) days of the final administrative decision of Secretary of the Department of Agriculture.

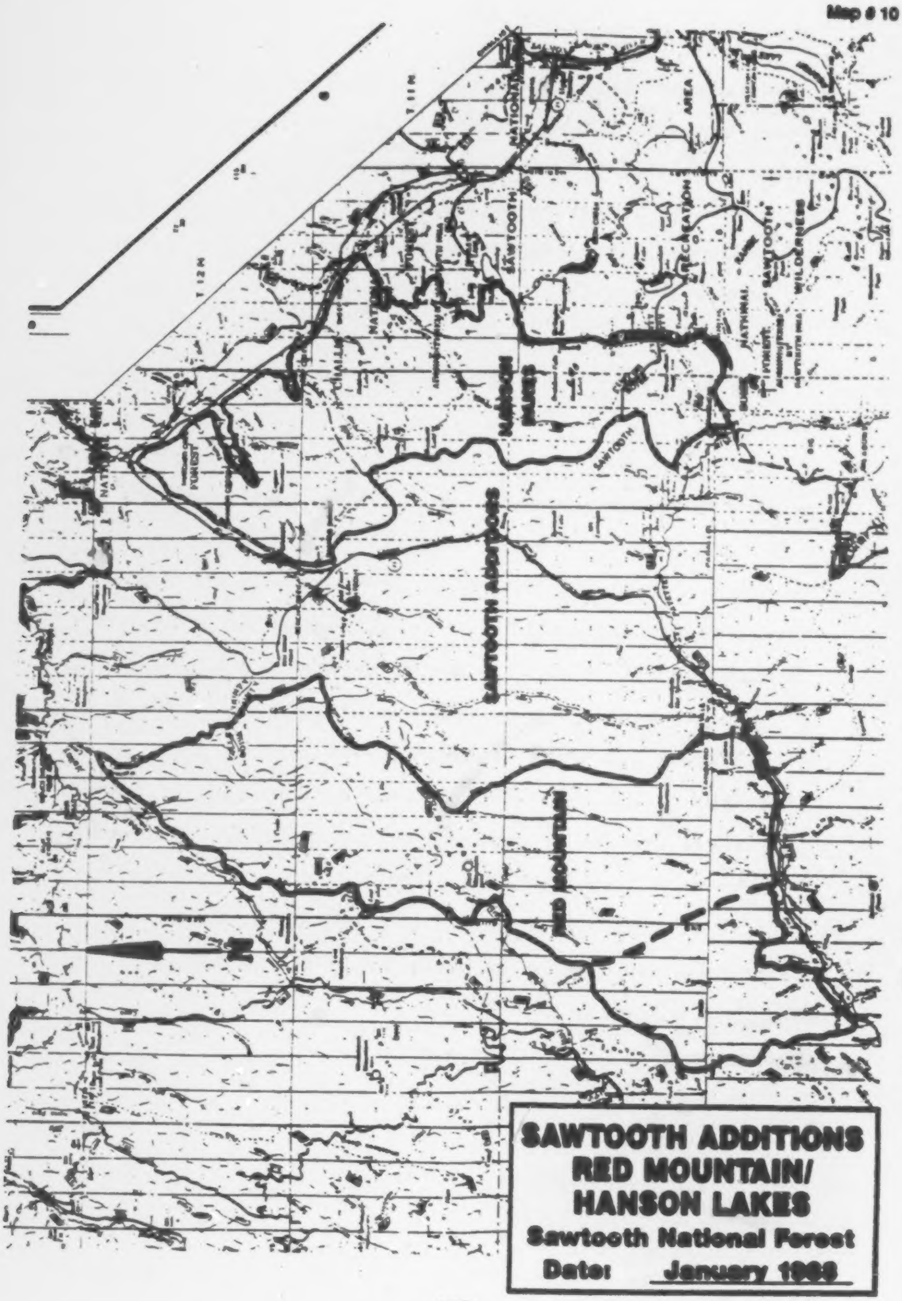
SECTION 203. Amendment and Revision of Land Management Plans--

Land management plans for individual forests shall be revised or amended pursuant to the procedures set forth in Section _____ of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976. All changes or revisions to land management plans or components of such plans shall be pursuant to public notice and participation.

SECTION 204. The designations made by this Act or any other act of any area as wilderness in the State of Idaho and, therefore, as a component of the National Wilderness Preservation System shall not, directly or indirectly, reserve or otherwise create a right to the appropriation, diversion, use of flow of water to or by the United States for that purpose.

* * *

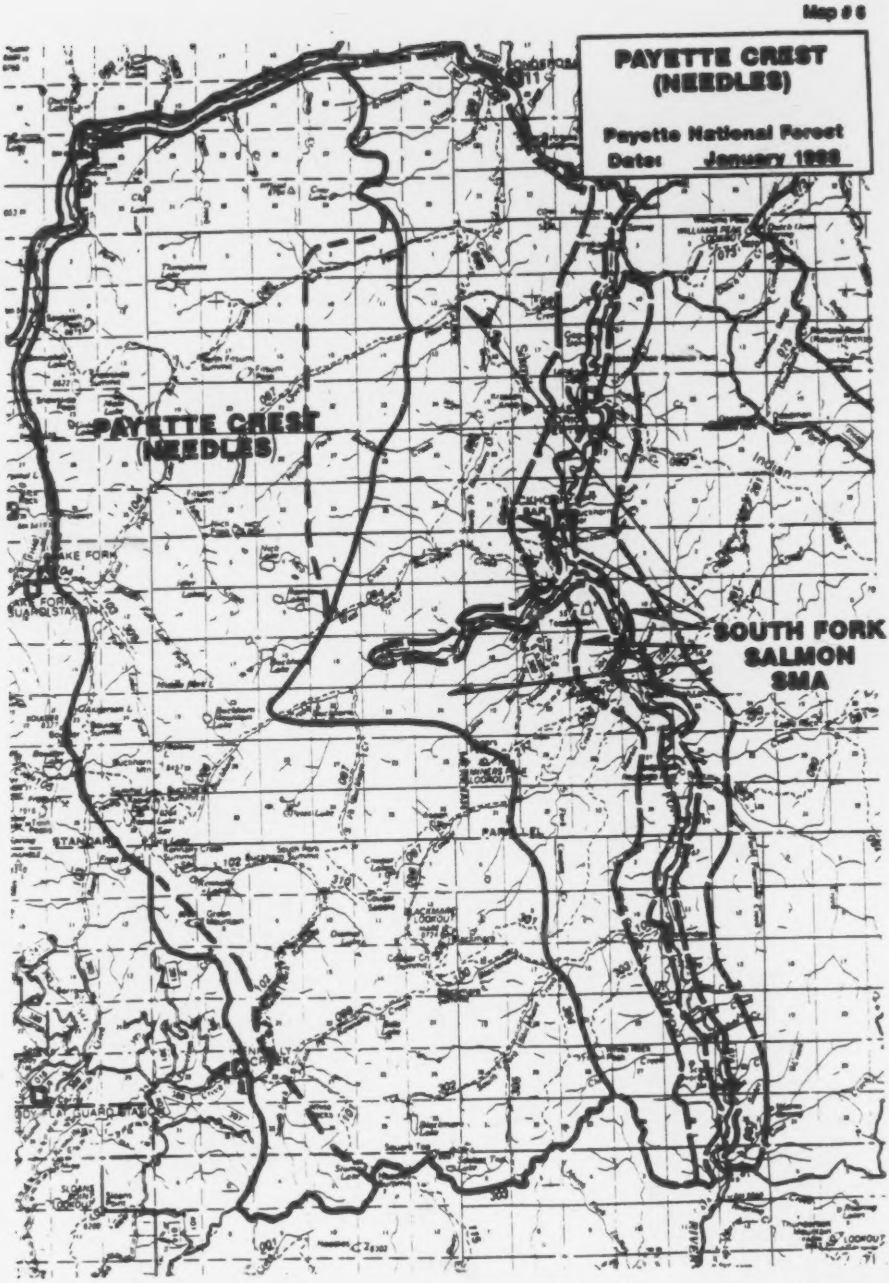
Map # 10


T 12 N
T 11 N
N
SAWTOOTH NATIONAL FOREST
SAWTOOTH NATIONAL RECREATION AREA
SAWTOOTH WILDERNESS
HANSON LAKES
SAWTOOTH ADDITIONS
RED MOUNTAIN

SAWTOOTH ADDITIONS
RED MOUNTAIN/
HANSON LAKES
Sawtooth National Forest
Date: January 1988

--- RECOMMENDED BOUNDARY CHANGES

ATT. R


Map # 6
PAYETTE CREST
(NEEDLES)
Payette National Forest
Date: January 1999
PAYETTE CREST
(NEEDLES)
SOUTH FORK
SALMON
SMA
Indian
LAKE FORK
STANDARD
RIVER

--- RECOMMEND BOUNDARY CHANGES. ATT. C

ATTACHMENT D

REPORT TO THE GOVERNOR ON THE IDAHO TIMBER SUPPLY STUDY AND FOREST PLAN EFFECTS ON TIMBER SUPPLY

September 1987

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September 11, 1987

The Honorable Cecil D. Andrus
Governor of Idaho
State Capitol, 2nd Floor, West Wing
Boise, ID 83720

Dear Governor Andrus:

The University of Idaho College of Forestry, Wildlife & Range Sciences is pleased to respond to your request for review of the USDA Forest Service Idaho Timber Supply Study and the forest inventory volumes in the Forest Plans on which it is based. Guided by your letter of July 20, we identified 13 specific questions and issues. We have organized our detailed responses to these in the three chapters that follow our conclusions and executive summary: (1) Timber Supply, Demand and Inventory Analysis in the Idaho Timber Supply Study, (2) Resource-Dependent Community Questions and Issues, (3) Forest Plans and Effects on Timber Supply and other Resource Outputs.

In some cases, our response goes beyond your specific questions to the larger timber supply-forest planning issues, as we were urged to do by your staff. We compiled additional data on forest planning in the course of our timber supply evaluation, and these data, formatted into tables, are located in the third chapter of this report. Under separate cover we provide lists, by forest and county, of Idaho's wood-processing facilities and recreation enterprises.

Our review of Idaho's 10 National Forest Plans revealed their complexity. We now understand why they have generated confusion about forest planning in Idaho. These plans were prepared on ten separate National Forests, over seven years or longer, under the direction of two different regions of the Forest Service, and are contained in 58 separate documents totalling more than 12,000 pages of text, numbers and maps.

The volume of material in the plans does not imply high precision. At best, the plans--based on the USDA Forest Service's best (but often tentative) assumptions about trade-offs--outline a broad vision of possible future outputs from Idaho's national forests. Achieving the vision depends on approval of the plans, future budgets adequate to implement the plans, and positive feedback from monitoring and site-by-site implementation that affirms the plans' assumptions and output predictions. In short, even when the plans are approved, considerable uncertainty remains.

Thus, we believe the forest plans should be viewed as an important initial benchmark in a dynamic process toward a future vision for Idaho's national forests. From this beginning, we need to continue the planning process and

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to implement the yet untested provisions for flexibility. These provisions include procedures for amending plans, for adjusting harvests to respond to local demand, and for securing adequate Forest Service budgets for plan implementation. We must also continue to improve the data acquisition and analysis processes in subsequent planning cycles. We hope to be more involved and to assist this dynamic process. We can help clarify the choices and consequences of the resulting management decisions for Idaho.

Following is our report, beginning with the executive summary and the conclusions we have drawn from our assessment. I believe you will find it helpful in evaluating the Timber Supply Study and the USDA Forest Service planning process on Idaho's renewable natural resources.

Sincerely,

John C. Hendee

John C. Hendee
Dean

JCH/pkv

enc.

Report to the Governor
on the Idaho Timber Supply Study and
Forest Plan Effects on Timber Supply

by

University of Idaho
College of Forestry, Wildlife & Range Sciences

John C. Hendee, Dean

Project Coordinator--Dr. Leon Neuenschwander, Associate Dean/Research & International Programs

Dr. Charles Hatch, Professor of Forest Resources
Dr. Charles McKetta, Associate Professor of Forest Resources
Dr. Henry Robison, Assistant Professor of Forest Resources

with review and comment by

Dr. Ernie Ables, Professor & Head, Dept. of Fish & Wildlife Resources
Dr. David Adams, Professor & Head, Dept. of Forest Resources
Dr. Jo Ellen Force, Assoc. Professor of Forest Resources
Dr. Robert Govett, Asst. Professor of Forest Products
Dr. Harry Lee, Asst. Professor of Forest Products
Dr. Gary Machlis, Assoc. Professor of Forest Resources
Dr. William McLaughlin, Assoc. Professor & Head, Dept. of Wildland Recreation Management

Submitted to Governor Cecil D. Andrus

September 15, 1987

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A. Letter of Request from Governor Andrus

B. List of Specific Roadless Areas Proposed for Wilderness in the Forest Plans

CONCLUSIONS AND EXECUTIVE SUMMARY

The University of Idaho College of Forestry, Wildlife & Range Sciences was asked by Governor Andrus to review the USDA Forest Service Idaho Timber Supply Study and the forest inventory volumes in the forest plans on which it is based. This review was guided by a list of 13 issues identified in Governor Andrus' letter of July 20, 1987. In addition, the college was asked to comment more broadly on timber supply-forest planning issues as they influence Idaho and her natural resource bases. Based on this review, the college concludes:

. National forests are the major supplier of timber and other multiple-use outputs from wildland in Idaho, and thus their policies dominate the availability of these outputs. Statewide, all resource outputs from the national forests are expected to increase in the next decade.

. Other owners of Idaho forest land have been almost totally ignored, but they have the potential to influence timber harvest flows. Future analysis must focus more on timber potential of all land ownerships.

. The prior decade median harvest of 1731 MMBF is an arbitrary reference point. It fails to account for changes in economic conditions, technology, or future trends in the forest industry.

. Idaho timber harvests are affected by national timber demand. The Idaho Timber Supply Study and the forest plans do not consider economic demand.

. "Community stability" is an ambiguous concept. Neither the Idaho Timber Supply Study nor the forest plans address community stability sufficiently to disclose timber dependency of communities, their role in the state economy, or how they are affected by resource decisions. Future planning and analysis should include community level modelling focused on natural resource dependency and the effects of proposed alternatives on total community income.

. Forest plan production constraints appear at four levels that often address the same concerns and incorporate knowledge about resource trade-offs. These are: regulation and policy, land suitability allocation, minimum forest-wide resource output levels, and best management practices. Forest output opportunities may not be fully realized due to overlapping constraints in FORPLAN.

. Resource trade-offs are imperfectly known in areas such as wildlife and roading density, harvest and water quality, harvest and community well-being, etc. This uncertainty probably reduces scheduled resource commodity outputs, since a margin of safety would be expected until further research and experience more clearly identifies resource trade-off relationships.

. The USDA Forest Service proposal is to designate 1.26 million acres of additional wilderness. If additional acreages are classified as wilderness, timber supplies will likely be reduced because future harvests are dependent on roadless areas. Reduction in the proposed wilderness acreage may not increase timber supplies significantly because of other multiple-use constraints that have been shifted to proposed wilderness acreage.

. There is more accord in the forest planning process than is generally recognized. Most resource controversies appear to focus on philosophy of management or relatively small and localized issues.

The 13 issues identified in Governor Andrus' July 20, 1987, letter and the summarized responses to them follow.

CHAPTER 1: TIMBER SUPPLY, DEMAND AND INVENTORY ANALYSIS IN THE IDAHO TIMBER SUPPLY STUDY.

1. IS THE "HARVEST LEVEL" OF 1,731 MMBF A REALISTIC ESTIMATE OF "DEMAND" FOR TIMBER BY IDAHO'S FOREST PRODUCTS INDUSTRY OVER THE NEXT 50 YEARS? ARE THE HARVEST LEVEL VALUES OF 1,336 MMBF AND 395 MMBF REALISTIC ESTIMATES OF THE ANTICIPATED "DEMAND" FOR NORTH IDAHO AND SOUTH IDAHO FOREST PRODUCTS INDUSTRY RESPECTIVELY?

The Idaho Timber Supply Study does not address demand (the relationship between price and quantity), but focuses instead on projected timber consumption and ignores price. Because annual harvests varied so much--from 1,928 MMBF in 1976 to 1,203 MMBF in 1982--the median harvest level (1,731 MMBF) of the 1975-84 period was used to remove distortions that would be present if the average timber harvest during that period had been used. Had the average harvest been used, it would have resulted in a lower figure (1,652 MMBF).

While the Idaho Timber Supply Study does not address demand, it does indicate the range of timber availability compared to a historical reference period, and includes assumptions about harvest policies on public and private lands. Future harvest levels will depend as much on such national economic factors as building cycles, interest rates, and inflation as on physical timber inventory. These national economic factors are beyond the control of Idaho's harvest policies. We do not have an Idaho model that combines forest inventory and economic factors to project alternative timber demand and harvest.

2. WHY ARE THE NATIONAL FOREST SYSTEM (NFS) HARVEST VOLUMES DIFFERENT FOR SOUTH IDAHO AS SHOWN IN THE TABLES ON PAGES 63 AND 71? WHAT ARE THE CORRECT VOLUME FIGURES?

Different harvest volumes are shown for southern Idaho on pages 63 and 71 of the Idaho Timber Supply Study due to tabulation and printing errors. Correct figures are given in this report.

3. WHY IS THE USFS HARVEST IN NORTH IDAHO SO LOW COMPARED TO THE STANDING VOLUME? WHY IS THE USFS HARVESTING MORE VOLUME COMPARED TO THE GROWING STOCK IN SOUTH IDAHO THAN NORTH IDAHO WHEN SOUTH IDAHO USUALLY HAS LESS GROWTH POTENTIAL?

The ratio of harvest rate to timber inventory (turnover) is a crude index. The higher the index, the higher the rate of return on forest capital. The index for the national forests is .8 for northern Idaho, 1.4 for southern Idaho, and .9 for all Idaho national forests. This compares favorably with rates on national forests nationwide (1.2), but in Idaho it is less than half the turnover rate on state lands, one-fifth that of small private forests, and one-eighth that of forest industry lands.

Lower inventory turnover rates are expected on national forests because they operate under legal mandates, including the National Forest Management Act which requires harvest at biological rather than financial rotation ages (for Idaho 100-120 years versus 60-80 years on industry lands), non-declining evenflow of harvests, and inclusion of land in the national forest timber base that is NOT APPROPRIATE because it is uneconomic to harvest, inaccessible, or constrained for multiple-use outputs. Finally, during the last 10 years many national forest timber sales were offered but went unsold due to depression in the forest products industry.

The greater turnover on southern Idaho national forests compared to the northern forests is unexpected. Other ownerships have lower turnover rates in southern Idaho--allegedly due to poorer, harsher sites and slower timber growth rates. The higher inventory turnover on southern Idaho national forests may be explained by national forest efforts in southern Idaho to maintain historical levels of harvest, and recent departures (increases) from harvest targets to salvage insect- and fire-killed trees.

4. DO THE INVENTORY VOLUMES AS CALCULATED FROM THE FOREST INVENTORY AND THE BEGINNING INVENTORY VOLUMES IN FORPLAN AS CALCULATED BY PROGNOSIS MATCH FAIRLY CLOSE?

The Idaho Timber Supply Study used forest plan timber volumes for national forest lands and forest inventory volumes collected by the Forest Service Experiment Station for all other ownerships. Thus the beginning timber volumes used in the Idaho Timber Supply Study and FORPLAN projections were identical.

5. HOW DOES THE VOLUME OF TIMBER GROWN ON NFS LAND COMPARE WITH TIMBER GROWN ON COMPARABLE LANDS HELD BY OTHER OWNERS IN TERMS OF BOARD FEET PER ACRE PER YEAR? IF THERE IS A DIFFERENCE, EXPLAIN WHY.

Idaho's 20.5 million acres of national forests contain more land area in all productivity classes than all other ownerships combined. On national forest land, legal management constraints, multiple-use objectives, a focus on biological potential with accompanying longer rotations between harvests, and fewer stands under management, perpetuate a higher proportion of stands with slower growth rates. In addition, 93 percent of all low productivity (0-49 cubic feet/acre/year) forest lands in Idaho are administered by the USDA Forest Service. This also leads to statistically slower growth rates for USDA Forest Service lands.

6. HOW WAS "SUPPLY AND DEMAND" FOR TIMBER USED IN FORPLAN TO ESTABLISH ALLOWABLE SALE QUANTITIES (HARVEST LEVELS) IN THE FOREST PLANS? HOW MUCH INFLUENCE DID IT HAVE?

FORPLAN, the analytical model used in the forest plans, does not incorporate economic demand as a variable. Rather, for each forest, FORPLAN assumes what is grown can be sold at predicted prices. The environmental and evenflow constraints therefore have more effect than price.

CHAPTER 2: RESOURCE-DEPENDENT COMMUNITY QUESTIONS AND ISSUES

7. HAS THE EFFECT OF REDUCING NFS HARVESTS, COUPLED WITH REDUCED PRIVATE, INDUSTRIAL HARVESTS, BEEN EVALUATED IN TERMS OF COMMUNITY STABILITY?

The Idaho Timber Supply Study does not address the ambiguous concept of community stability. For this report, we define community stability in economic terms--a stable number of jobs and total income. Community stability also has implications for quality of life, lifestyles, local cultures, and other non-economic issues. These are not addressed. The section of the Idaho Timber Supply Study titled, "Employment and Income," deals only with harvest levels multiplied by employment-harvest and income-harvest multipliers (16.9 jobs and

$663,000 per MMBF in northern Idaho, and 14.8 jobs and $550,000 per MMBF in southern Idaho). Timber dependency and community stability cannot be fully evaluated without addressing how employment and income are distributed and fluctuate at the community level. Idaho has many natural resource dependent communities where both livelihood and lifestyles are linked to forest access and economic growth from all natural resource uses--timber, livestock grazing, mining, recreation and tourism, and resource management employment. We believe an evaluation of community stability for these communities should include the flow and distribution of total income from all resource outputs--especially since timber-related employment should continue to decline, even with stable harvest levels, because of labor-reducing technology and other efficiencies.

8. MANY IDAHO COMMUNITIES ARE VERY DEPENDENT ON THE TIMBER INDUSTRY WHICH IS IN TURN VERY DEPENDENT ON FEDERAL TIMBER. HOW, AND TO WHAT EXTENT WILL COMMUNITY STABILITY BE AFFECTED BY THE HARVEST LEVEL SCENARIOS PRESENTED IN THE TIMBER SUPPLY STUDY, PARTICULARLY SCENARIO ONE?

The Idaho Timber Supply Study used a regional model that addresses neither the entire economy nor individual communities, so neither timber dependency nor community dependency are revealed. We compiled additional data which indicate that since 1960 the non-timber portion of the Idaho economy has grown relative to timber employment. Thus, Idaho's dependency on the timber industry has declined. The drop in mill and logging employment as a percent of Idaho's total employment has fallen from 4.8 percent in 1960 to 3.7 percent in 1986. However, the loss of timber-related income as a percentage of Idaho's economy has not declined as much, since timber-related jobs generally pay more than others.

More important, employment data indicate only direct timber industry employment, which understates timber's importance to Idaho, because previously imported timber industry supplies and services are now available in Idaho. Furthermore, Idaho wood products remanufacturing as well as USDA Forest Service timber sale-related employment have increased.

The Idaho Timber Supply Study and forest plans for Idaho lack a community focus, except for the Payette National Forest, which published community-level data in their draft EIS. The projected loss of employment in the Idaho Timber Supply Study Scenario One, 682 forest products sector jobs and $27 million in income, would be sorely felt in some communities, but the Idaho Timber Supply Study fails to indicate whether the changes would be important to any specific community. We compiled mill and logging employment as a percent of total employment for several Payette National Forest communities. These data illustrate that, despite the small percentage of timber-related employment in southern Idaho as a whole, many communities are very timber dependent, such as Council with 43.8 percent timber employment, Cascade (34.2 percent), Midvale (28.6 percent), Cambridge (20.5 percent), and New Meadows (20.3 percent).

We believe that community stability is not the issue--it is stable growth in total community income and employment or at a minimum, some assurance of income and employment sources. The timber industry is cyclical, anything that increases economic dependency on it would decrease economic stability because it would guarantee periods of unemployment. (Timber supply is important because of its contribution to total community income from logging, wood processing, supplies and services for the industry and consumer expenditures of timber industry employees.) The potential loss of income to specific communities from reduced timber supply is the important issue on timber. Idaho still has many communities that are very timber dependent, but many of these communities benefit from other natural resource outputs such as recreation, tourism and livestock grazing (i.e., they are resource dependent, not just timber dependent). The projected loss of jobs and income must be focused on specific communities in order to adequately assess their importance.

9. THE TIMBER SUPPLY STUDY FOUND THAT THE TIMBER SUPPLY IN SOUTH IDAHO WOULD FALL FAR SHORT OF HISTORIC HARVEST LEVELS DURING THE LONG TERM IF THE PREFERRED ALTERNATIVE FOREST PLANS ARE ADOPTED. DURING THE 10 YEAR PERIOD BETWEEN 2000 AND 2010, THERE WILL BE A LOSS OF 682 FOREST PRODUCTS SECTOR JOBS AND $27 MILLION IN INCOME TO THESE SECTORS.) THE REPORT ASSUMED THAT SUCH LOSSES WERE DIRECTLY PROPORTIONAL TO THE VOLUME HARVESTED.

WHAT ARE THE CURRENT LEVELS OF JOBS AND INCOME IN IDAHO'S FOREST PRODUCTS ECONOMIES (NORTH AND SOUTH) AND WHAT HAVE BEEN HISTORIC LEVELS?

Both northern and southern Idaho have seen gains in the number of people employed in the timber industry since 1960. As of 1986, there were some 8,700 timber industry jobs in northern Idaho and 5,500 timber industry jobs in southern Idaho.

Timber industry income has grown faster than timber industry jobs. In 1960, the average timber industry employee earned some 20 percent more than his neighbor employed in some other Idaho industry. This disparity grew to 50 percent more in 1980. However, timber's superior income growth has been eroded by wage and salary cutbacks during the recent timber downturn. By 1985, timber industry incomes had declined to 42 percent higher than income in other Idaho industries.

10. ARE EMPLOYMENT AND INCOME IMPACTS DIRECTLY PROPORTIONAL TO VOLUME HARVESTED?

The Idaho Timber Supply Study and forest plan analyses employ multi-county models and assume employment and income are directly proportional to volume harvested. A more useful forecast would depend on more descriptive and community-focused assessments.

11. ARE THE PROJECTED LOSSES TO THE SOUTH IDAHO ECONOMY REALISTIC, OR ARE THEY COMPUTER SIMULATIONS USEFUL ONLY IN COMPARING SCENARIOS?

We were unable to duplicate the "loss of 682 forest products sector jobs and $27 million in income to these sectors" reported for southern Idaho with scenario one in the Idaho Timber Supply Study. Using the harvest shortfall figures for the years 2000 to 2010, and the multipliers of the Idaho Timber Supply Study, we come up with an annual loss of 1539 jobs and $57.2 million in income in southern Idaho with scenario one.

Ultimately, a model of Idaho's natural resource economy is needed to answer Idaho's specific questions about natural resource jobs and income--not just for timber but for all natural resource sectors: timber, livestock grazing, mining, recreation and tourism, and resource management employment--and how this total natural resource income will vary under future land-management proposals.

CHAPTER 3: FOREST PLANS AND EFFECTS ON TIMBER SUPPLY AND OTHER RESOURCE OUTPUTS

12. HOW WERE THE NFS LANDS SELECTED FOR INCLUSION IN THE NFS COMMERCIAL FOREST BASE?

The terminology is confusing and there are small but important variations in terminology among the 10 Idaho forest plans. Generally, commercial forest land, what the USDA Forest Service calls TENTATIVELY SUITED timberland, can produce industrial crops of wood, has not been withdrawn, can produce timber under existing technology without irreversible damage to soil or watersheds, and can be restocked within five years of harvest under current technology. A portion of the commercial forest land, what the USDA Forest Service calls SUITED for forest management, includes only that TENTATIVELY SUITED land, where management direction in the proposed plans defines timber production as appropriate. The remainder of the TENTATIVELY SUITED land is called NOT APPROPRIATE. Should management direction, economic conditions and/or technical knowledge change in the future and make harvest of these lands feasible, they may be added to the timber base. Potential volume from these NOT APPROPRIATE lands is called OPPORTUNITY VOLUME. What the USDA Forest Service plans call UNSUITED timberland grows less than 20 cubic feet of wood per acre per year, has been withdrawn by legislation or has restocking or potentially irreversible damage to soils and watersheds from timber harvest activities.

A SUITABILITY ANALYSIS was undertaken to categorize the land as TENTATIVELY SUITED or UNSUITED. This process identified national forest lands to be managed for timber production. Stage I identified lands biologically capable, administratively available, and technically suitable. Stage II provided economic analysis of costs and benefits of timber management on the lands identified in Stage I. Stage III provided the final assignment of TENTATIVELY SUITED lands as SUITED or NOT SUITED, based on forest objectives and economic efficiency. This analysis identified land as SUITED based on the potential of the land to grow and regenerate trees, and was not based on any existing forest inventory. Some SUITED lands may currently be understocked forests or shrubfields and non-economic but have the potential to become SUITED forests in the future under increased demand and new reforestation, logging and road construction technology.

13. PLEASE EVALUATE THE CONSTRAINTS WHICH ESTABLISH THE HARVEST LEVELS SET OUT IN THE FOREST PLAN PREFERRED ALTERNATIVES. WHAT CONSTRAINTS MOST LIMIT THE HARVEST OF TIMBER FROM LAND ECONOMICALLY AND BIOLOGICALLY SUITED FOR HARVEST OF COMMERCIAL FOREST SPECIES?

Because the USDA Forest Service plans offer a holistic vision of the future and depend on general assumptions about trade-offs, isolating the specific effects of any particular constraint is an expensive and tedious process and may be neither possible nor meaningful. However, major influences on timber supply can be identified.

To address the question, we prepared a summary of the most recent documents for all ten forest plans to isolate the major constraints. This was a major task and provides data and perspective not available in previous summaries.

The National Forest Management Act of 1976 requires that UNSUITED lands be removed from the timber base and not be harvested. These lands represent 2,128,593 acres (33 percent of total acreage) in northern Idaho and 9,259,721 acres in southern Idaho (67 percent). All TENTATIVELY SUITED lands were considered for forest management practices and represented 4,405,040 acres (67 percent of total acreage) in northern Idaho and 4,597,027 (33 percent) in southern Idaho. But timber harvest is restricted to the lands judged SUITED for forest management. Thus, the current timber base is 3,483,803 acres (53 percent of total acreage) in northern Idaho and 2,570,099 (19 percent) in southern Idaho.

The total net effect of all constraints reduced the ALLOWABLE SALE QUANTITY by widely varying amounts on the national forests in Idaho. ALLOWABLE SALE QUANTITY (volume) is reduced by as little as 16 percent on the Targhee National Forest and as much as 92.5 percent on the Challis National Forest. The greatest impacts to Idaho's total timber supply are constraints on the five largest timber-producing forests: Panhandle, 30.5 percent; Clearwater, 43.9 percent; Nez Perce, 44.9 percent; Payette, 52.6 percent; and, Boise, 44.8 percent. These reductions represent the difference between the ALLOWABLE SALE QUANTITY (volume) from TENTATIVELY SUITED acres and from SUITED acres.

The first decade timber supply is 860.3 MMBF per year, which is called ALLOWABLE SALE QUANTITY in the proposed plans. This figure is based on SUITED land and reflects management requirements such as non-declining evenflow, sustained yield, and provisions for multiple uses. In the long run, additional TENTATIVELY SUITED lands that are currently non-economical may become available for the timber base. Future ASQ's are projected to increase decade by decade as technology problems are resolved through improved access, rising demand, improved forest practices based on research, regeneration of brush fields and old burns, and improved productivity of roadless lands brought under management. Even with current forest management practices, the ALLOWABLE SALE QUANTITY is predicted to rise to 1433.1 MMBF per year by the end of the fifth decade.

There are three major assumptions to be understood about the long-term projections:

(1) The current and projected ALLOWABLE SALE QUANTITIES depend on forest management and access in the roadless lands not planned for wilderness. Future harvest levels in roadless areas will depend on the USDA Forest Service budgets for road construction.

(2) Should access to roadless areas be further restricted beyond the wilderness proposed in the forest plans, there will be a disproportionate decrease in current and projected timber supply. Furthermore, pressures not to reduce ALLOWABLE SALE QUANTITIES would risk environmental damage to these lands. Many of the currently roaded lands have sustained intense harvest patterns while the USDA Forest Service anticipated access to adjacent roadless lands.

(3) Further increases in ALLOWABLE SALE QUANTITIES are possible through research and technology that will further increase productivity beyond what is anticipated by applying today's best management practices.

The currently debated release language provisions for an Idaho wilderness bill are important because they would increase the probability that planned long-term sustained yields will be possible and current ALLOWABLE SALE QUANTITIES will not have to be reduced. Despite roadless area entry under the proposed plans, 84.3 percent of the roadless land will remain roadless in northern Idaho and 88.5 percent in southern Idaho at the end of this planning period in 10-15 years.

Of the currently remaining 9.438 million acres of roadless land, the plans propose 1.26 million acres for wilderness classification (13.3 percent of current roadless). The current and projected ALLOWABLE SALE QUANTITY assumes that the proposed acres will become wilderness; if more, less, or different acres are classified as wilderness, the current and projected timber supply will change. Of the proposed wilderness, 62.1 percent of the area is judged TENTATIVELY SUITED for timber production in northern Idaho and 19.9 percent in southern Idaho.

Of 14 major issues identified by the forest plans, timber supply and community stability, including below-cost sales, and proposed wilderness/roadless areas, were listed in all 10 plans. Eight proposed plans listed elk habitat and road management. Water quality and sediments were listed in six plans and anadromous fish in five. The USDA Forest Service plans indicate that all of the natural resource outputs: timber, anadromous fish, native trout, elk, recreation, livestock, etc., are projected to increase in Idaho.

At some point in time, whether during the planning period of 10 to 15 years for the Boise and Payette National Forests, or during future planning periods for the Panhandle and Clearwater, timber supply will not increase from the USDA Forest Service lands in Idaho. But that should not limit the contributions by forest industries to Idaho's economy. Additional value-added strategies could increase employment, income and profits, and technology will reduce costs. Without additional value-added in remanufacturing, preassembly and secondary manufacturing, total employment and income from Idaho's forest industries will continue to decline.

CHAPTER 1:

Timber Supply, Demand and Inventory Analysis in the Idaho Timber Supply Study

College of Forestry, Wildlife & Range Sciences
University of Idaho

1.A. IS THE "HARVEST LEVEL" OF 1,731 MMBF A REALISTIC ESTIMATE OF "DEMAND" FOR TIMBER BY IDAHO'S FOREST PRODUCTS INDUSTRY OVER THE NEXT 50 YEARS?

1.B. ARE THE HARVEST LEVEL VALUES OF 1,336 MMBF AND 395 MMBF REALISTIC ESTIMATES OF THE ANTICIPATED "DEMAND" FOR NORTH IDAHO AND SOUTH IDAHO FOREST PRODUCTS INDUSTRY RESPECTIVELY?

The total harvest level of 1,731 MMBF is the median harvest in Idaho from the period 1975 to 1984. It is not synonymous with economic demand which is a relationship between price and quantity. The Idaho Timber Supply Study deals only with prior decade timber harvest levels that have resulted from timber demand and supply interactions, and projected harvests based on planned and assumed harvest targets of Idaho timber producers. The study totally ignores prices.

The median is only one of several measures of the central tendency of ten annual harvests. By definition it is the middle number, with five harvests above and five below. The median was used because of distortions in the more common average (mean) estimate, due to extreme harvest cycles during the last decade, which included atypical lows in 1981 and 1982.

Since the average during the prior decade was 1,652 MMBF, the use of the median increased the Idaho Timber Supply Study harvest reference by 79 MMBF. Even the longer 16-year average (1969-84) of 1,674 MMBF is lower than the reference median of 1,731 MMBF.

Figure 1. USDA Forest Service Timber Harvests for Idaho During 1975 to 1984.

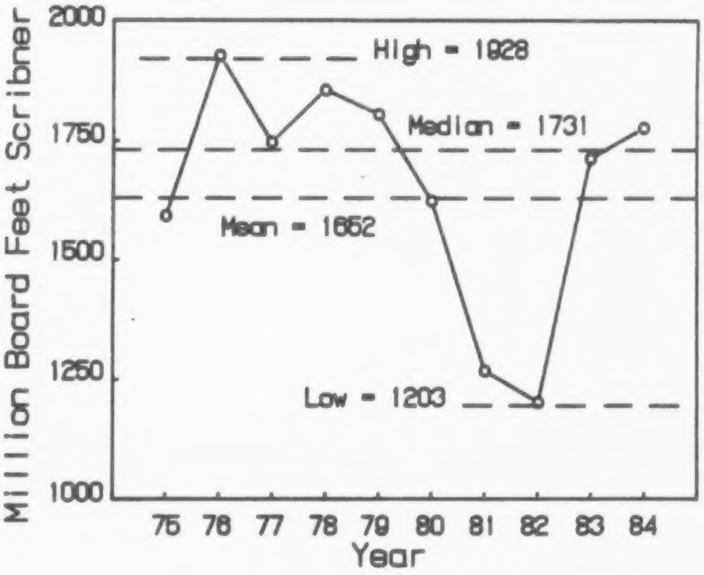

Figure 1 shows timber harvest volatility during the study decade which included one of the deepest harvest volume and price cycles in recent history. Timber harvest varied 725 MMBF, from an extreme high of 1928 MMBF in 1976 to an extreme low of 1,203 MMBF in 1982.

Harvest trends fluctuate by ownership. Private harvests have increased irregularly since 1969, and USDA Forest Service harvests have declined about 17 MMBF per year. Because private and federal ownership trends have tended to compensate one another, no statistically significant trend appears in total harvests. However, the timber supply study indicated that industrial lands are exhausting their capacity to maintain these harvest levels.

In the short run, a single-reference harvest level is an approximation that assumes a continuation of the economic supply and demand conditions that held during the reference period. In reality, timber demand shifts frequently due to changes and cycles in national economic conditions, and near future harvests will fluctuate erratically about the 1,731 MMBF reference. Changes in final product prices and interest rates generally control harvest prices and volumes as short-run inventory is relatively fixed.

For 50-year projections, a single reference is arbitrary and assumes a static forest product market. On the demand side, a single reference totally ignores long-run changes in demographics, prices and other economic conditions, wood utilization and conversion technology, new products, construction practices, and industrial structures. On the supply side, expected prices influence reinvestments in timber growth, optimal inventory levels, and justifications of public timber management. Changes in either demand or supply relationships could raise or depress long-run log consumption trajectories well away from 1,731 MMBF.

The timber supply study does indicate clearly the range of timber availability around a historic consumption reference and the implications of several assumed ownership behaviors. The analysis showed that sustainable harvests could increase 37 percent in northern Idaho and 56 percent in southern Idaho if timber production were emphasized, but that some ownership policies could lower total availability 10 percent from the historic median by 2030.

The Idaho Timber Supply Study is based on physical growth models. It is an aggregation of forest plan ALLOWABLE SALE QUANTITIES[1/] (ASQ's) and inventory projections. National, physically based timber supply projections have historically understated the extent to which timber supplies respond to rising prices. We simply do not have a model combining inventory and economic factors to produce economic demand projections for Idaho, although several western states are building such models.

In regions such as Idaho, where large blocks of forest are not geared to respond to economic signals, econometric analysis may not be conclusive. Of the ownerships tested, only the Idaho Department of Lands appears to respond to stumpage price changes. The remaining owners do have distinct behavioral patterns that may be explicable using other parameters in alternative analyses.

Although no economic Idaho timber supply study has been done, one may infer from other studies (Haynes et al. 1981, Connaughton et al. 1987) that timber demand in the Northern Rockies is clearly inelastic. Supply behavior is also inelastic, suggesting that Idaho harvests would fluctuate less than price, e.g., increase only 15 to 20 MMBF for every $1 increase in final product price. This gives us little indication, however, of the 50-year trajectory for the Idaho timber economy.

[1/] Words capitalized are terminology in the USDA Forest Service Briefing Papers, Forest Plans, and Environmental Impact Statements.

2.A. WHY ARE THE NATIONAL FOREST SYSTEM (NFS) HARVEST VOLUMES DIFFERENT FOR SOUTH IDAHO AS SHOWN IN THE TABLES ON PAGES 63 AND 71?

2.B. WHAT ARE THE CORRECT VOLUME FIGURES?

Mr. Bill LeVere, one of the timber supply study authors, has explained that the errors arose from confusion between volume sold and volume cut statistics. This error appears in two places, Table 6 on page 24 and in Appendix C on page 71 of the Idaho Timber Supply Study. The figures reported in Appendix A on page 63 and the Idaho totals on page 64 of the Idaho Timber Supply Study are the correct figures. Region 1 has now updated the harvest reports to include the 1985 data shown in Table 1 below.

Table 1. Idaho Timber Harvests, 1985.

Ownership		Northern Idaho	Southern Idaho	Total
USFS	MBF	432,006	301,589	733,595
	%	36.4	75.3	46.2
BIA	MBF	14,080	0	14,080
	%	1.2	0.0	0.9
BLM	MBF	13,400	10,989	24,389
	%	1.1	2.7	1.5
IDL	MBF	155,460	14,940	170,400
	%	13.1	3.7	10.7
Private	MBF	573,210	73,025	646,235
	%	48.2	18.2	40.7
Total	MBF	1,188,156	400,543	1,588,699
	%	100.0	100.0	100.0

3.A. WHY IS THE USFS HARVEST IN NORTH IDAHO SO LOW COMPARED TO THE STANDING VOLUME?

3.B. WHY IS THE USFS HARVESTING MORE VOLUME COMPARED TO THE GROWING STOCK IN SOUTH IDAHO THAN NORTH IDAHO WHEN SOUTH IDAHO USUALLY HAS LESS GROWTH POTENTIAL?

An indicator called the rate-of-inventory turnover (recent harvest rate/current inventory) provides a crude estimate of the rate-of-return on timber capital. Using this indicator, Idaho national forests are similar to the rest of the National Forest System (Table 2).

Table 2. Rates of Inventory Turnover
(harvest rate/inventory)

	Lands			
	USFS	State	NIPF	Industry
Idaho (1984/85)	0.9	2.2	4.5*	7.7*
N.Idaho (1984/85)	0.8	2.4	-- 6.6 --	
S.Idaho (1984/85)	1.4	1.7	-- 2.9 --	
National(1977)	1.2	2.2	3.6	6.2

*private harvests allocated by estimate

This type of indicator contains several distortions, especially of inventory adjustments, which make industry rates look too high and USDA Forest Service rates too low. However, the relative performance of these owners is illustrative. The Forest Service usually has the lowest ratios and industry the highest. This behavior is consistent with historical net inventory change data in Idaho (Bensen et al. 1987) that show Forest Service inventory accumulation and industrial depletions (Table 3).

TABLE 3. Changes in Stand Inventory for the Year 1980 by Ownership (Table 6, Resource Bulletin INT-39, p. 13).

- Million BF, Scribner rule -

Change in Inventory	National Forest	Other Public	Private Industry	Nonindustrial Private
Net Growth	1,660	334	236	386
Removal	651	154	581	364
Net Change	+1,009	+180	-345	+22
% Change	+1.2	+1.4	-4.2	+0.2

There are several explanations for the low Forest Service inventory turnover and high rate of accumulation, including the following:

A. The National Forest Management Act of 1976 (NFMA) requires that the Forest Service harvest at longer biological rather than at shorter financial timber rotation ages. In Idaho this may mean 100-120 years versus 60-80 years. This practice causes an accumulation of inventory. Even though it generates higher average annual growth, hence higher annual allowable cuts, the excess of standing timber capital relative to harvestable yield lowers financial returns.

B. An evenflow harvest constraint in NFMA perpetuates low turnover rates when excessive mature inventories are present. The inventories can not be removed when financially or biologically optimal, but must be carried through time to maintain regularity in harvest flow patterns.

C. Forest Service management includes noncommodity products, many of which are produced from commercial timberland with an associated reduction in timber harvests. In the forest planning process, noncommodity product targets may be formulated in the FORPLAN model as mathematical constraints that restrict harvest activities.

D. Lands allocated to timber production may include timber that is NOT APPROPRIATE for two reasons. First, commercial forest land has been defined on the basis of biological potential where the lower productivity classes may be non-economical. Second, roadless lands have inventory listed in the timber base, but are neither available nor accessible for harvest. This has concentrated timber sales on accessible lands that, because of environmental or managerial constraints, may no longer have harvestable timber stands.

E. During the period 1980-1986, many sales offered did not sell due to a depression in the forest products industry.

Conversely, there has been a conscious inventory drawdown on industrial ownerships of the West. For largely financial reasons, industrial cuts are high relative to inventory volume. In part, this occurs because:

A. In financial timberland management, only cash-flow generating products are emphasized. Although some nonrevenue intangibles are produced through tree-farming activities, industry reserves little standing forest for such purposes.

B. Capital-efficient timber production requires operations with the minimum capital (standing mature sawtimber) necessary to generate marketable growth. Wealth-maximizing growth will always be much less than biological potential due to the influence of costs and interest rates. Accordingly, Idaho industry lands produce only slightly more than half of their biologically potential growth (Table 6). On an ideal tree farm, timber rotations will be short. Further, only 2-4 percent of its area would be stocked with mature timber, enough to provide next year's harvest with an allowance for cyclic uncertainty. The Idaho forest industry lands were generally overstocked, and their -4.2 percent/yr net depletion rate is probably a temporary adjustment.

C. During the recent timber recession, particularly during the record high interest rates, liquidation of timber inventory assets represented a lower cost of financial capital than normal sources, and savings from using timber as a source of funds usually exceeded investment losses if stands were harvested prematurely at low prices. This incentive also shifted mills from public sales requiring cash outlays to their own timber, even when timber prices were low.

D. There was a federal tax incentive to harvest industry-owned timber, particularly during the earlier high timber prices. Profits for integrated firms could be taken at the forest (low tax rate) rather than at the mill (high tax rate). That capital gains differential rate is being phased out as part of the 1986 tax reform act which reduced tax incentives. State timber taxes are the same, regardless of actual inventory or rate of cut.

Two factors help explain the higher Forest Service inventory turnover in southern Idaho compared to northern Idaho. First, The southern Idaho forests appear to be reducing inventories to maintain historical cut levels. Second, there are significant departures from ALLOWABLE SALE QUANTITY (ASQ) targets due to large salvage cuts of bug-killed pine on some southern Idaho forests such as the Targhee and Caribou, and fire salvage on the Payette.

4. DO THE INVENTORY VOLUMES AS CALCULATED FROM THE FOREST INVENTORY AND THE BEGINNING INVENTORY VOLUMES IN FORPLAN AS CALCULATED BY PROGNOSIS MATCH FAIRLY CLOSE?

The inventory volumes used in FORPLAN describe forest stands on national forest lands. The Idaho Timber Supply Study includes inventory volumes for all of Idaho's forest lands. The Idaho Timber Supply Study used FORPLAN inventory volumes for national forest lands and inventory volumes from forest inventory field surveys tabulated by the Intermountain Research Station for Idaho's other land ownerships. Thus, the inventory volumes used in the Idaho Timber Supply Study and FORPLAN were identical for the national forest lands.

4. (Restated) HOW DO THE MANAGED STAND YIELD TABLES DEVELOPED THROUGH THE USE OF THE STAND PROGNOSIS MODEL INFLUENCE ASQ'S IN FORPLAN PROJECTIONS?

For more than a decade the Intermountain Research Station has been developing the Stand Prognosis Model (Intermountain Research Station, General

Technical Report, INT-133, 1982). Various versions of that model have been used to develop managed stand yield tables for use in FORPLAN projections. In FORPLAN, the rate at which the initial inventory can be harvested depends on the rate at which it will be replaced. Conservative estimates of future managed stand yields will lower immediate ALLOWABLE SALE QUANTITIES (ASQ's), while optimistic estimates will raise ASQ's. Evaluations indicate that the Stand Prognosis Model's ability to forecast managed stand yields is limited. As experience is gained in managing second-growth stands in Idaho, and as this experience is incorporated into growth models, predicted yields and ASQ's may need to be adjusted.

5. HOW DOES THE VOLUME OF TIMBER GROWN ON NFS LAND COMPARE WITH TIMBER GROWN ON COMPARABLE LANDS HELD BY OTHER OWNERS IN TERMS OF BOARD FEET PER ACRE PER YEAR? IF THERE IS A DIFFERENCE, EXPLAIN WHY.

This question is addressed by looking both at changes in current stand conditions and at potential productivity of lands managed in various ownership classes. The source of information is summarized forest inventory data published in the 1987 Intermountain Research Station Research Bulletin INT-39 titled Idaho's Forest Resources. Table 4 reflects growth relative to current stand inventory.

TABLE 4. Net Annual Growth of Sawtimber Expressed as a Percent of Net Sawtimber Volume by Ownership.

Ownership	Sawtimber Volume 1/	Net Annual Growth 2/	Percent Growth
National Forest	85,026.7	1,660.5	2.0
Other Public	13,040.7	333.7	2.6
Forest Industry	8,280.9	236.3	2.9
Nonindustrial Private	11,108.4	386.1	3.5

1/ Net volume of sawtimber in MMBF, Scribner rule
2/ Net annual growth of sawtimber in MMBF, Scribner rule

The lower relative growth rates on public versus private ownership is expected because of differences in management objectives (e.g., relatively more stands in old age classes on public ownership; relatively fewer stands currently under management on public ownership) and land productivity. The national forests originated from unsettled land, generally less productive and less accessible than lands homesteaded or claimed for timber production. The distribution of USDA Forest Service lands is 93 percent, 59 percent, and 55 percent in the 0-49, 50-119, and >120 cubic feet/acre/year categories, respectively. Despite this, as indicated in Table 5, the national forests in Idaho dominate the acreages in all productivity classes.

Intermountain Research Station Resources Bulletin INT-39 presents average productivity potential of Idaho forest land by ownership class. These estimates are given in Table 6.

TABLE 5. Area of Idaho Timberland by Productivity Class and Ownership.

	Thousands of Acres		
	Productivity Class 1/		
Ownership	0-49	50-119	120+
National Forest	6,885.1	4,513.7	1,408.7
Other Public	298.2	1,064.7	272.1
Forest Industry	6.0	800.4	371.7
Nonindustrial Private	204.7	1,339.4	495.9

1/ A classification of forest land in terms of potential biological growth based on estimated cubic foot growth of fully stocked natural stands.

TABLE 6. Potential and Current Productivity of Idaho Forest Land by Ownership (Fig. 9, Resource Bulletin INT-39, p. 14).

	Productivity (Cubic Feet/Acre/Year	
Ownership	Potential	Current
National Forest	56	42
Other Public	85	51
Forest Industry	107	60
Nonindustrial Private	97	54

These estimates are based solely on biological productivity. Current productivity in Table 6 is compared to potential biological productivity defined as the culmination of mean annual increment of fully stocked natural stands. This potential may be achieved by owners using biologically defined management objectives (e.g., generally longer rotation lengths, natural stocking control). Potential productivity defined using biological and economic criteria will generally be less than the potential defined solely on biological criteria. It is reasonable to expect land owners who manage their timber resources based on both biological and financial criteria to have annual volume growth rates that are approximately two-thirds of biological potential annual volume growth targets. Since national forest land management objectives tend to emphasize biological criteria, one would expect national forest current productivity to approximate a biological potential productivity. Conversely, since the forest industry tends to emphasize financial criteria, one would expect the current productivity of industry lands to be substantially less than biological potential productivity.

6.A. HOW WAS "SUPPLY AND DEMAND" FOR TIMBER USED IN FORPLAN TO ESTABLISH ALLOWABLE SALE QUANTITIES (HARVEST LEVELS) IN THE FOREST PLANS?

6.B. HOW MUCH INFLUENCE DID IT HAVE?

FORPLAN is not an equilibrium model; it does not equate "supply and demand." It operates for each forest on the implicit assumption that individual forest actions can not affect overall market conditions. In reality, forest actions probably do affect local conditions, and, collectively, a uniform policy followed by all forests would definitely influence regional or national supplies of all the forest's products.

There are two ways that FORPLAN does incorporate external information generated by timber "supply and demand" behavior. First, the analysis assumes that all constant and rising programmed harvests are sold regardless of price. This presumes that a uniform flow to mills is economically desirable and that the volume will be purchased, an idea that ignores cycles and trends in timber markets. Second, current and expected real (adjusted for inflation) prices are entered into FORPLAN as assumed values. In calculating the future mix of timber and other outputs, all products must either be priced or formulated as constraints. In economic production, prices and costs control output levels and mixes, but in linear programs such as FORPLAN, constraints are met first and can have a larger influence on the final solution than relative prices.

There is a major difference between USDA Forest Service Region 1 (northern Idaho) and Region 4 (southern Idaho) in their price trend assumptions. While both hold other product prices constant through time, Region 1 uses rising real timber prices generated by a national timber model (TAMM), and Region 4 uses constant real timber prices. This would give timber an increasing comparative advantage in northern Idaho, justifying higher harvest and reinvestment.

Timber production levels are apparently limited by other forest output constraints in northern Idaho FORPLANs, while timber harvests must be forced into some southern Idaho FORPLAN solutions.

Another important assumption is the magnitude of timber management and road construction costs. Measurements of costs by other owners indicate that Forest Service costs can be several times higher in most forestry practices. In an efficiency analysis such as FORPLAN, supply is by definition the sum of the marginal costs of production; thus, excessive costs would negatively bias timber management and access justification.

There is a mathematical provision for incorporating downward sloping demand curves into FORPLAN formulations. Although this provision would address local price effects caused by a forest, its main function is to define the area under the demand curves for net social benefit analysis (as opposed to the net present value analysis performed in the Idaho forest plans). It is rarely used. Experiments estimating individual forest timber demand curves have not been very successful, although curves have been estimated for certain northern Idaho forests. Demand curves for nonmarket commodities are crude approximations made from survey rather than transaction data. Simple strategic models using this approach would have been useful for general identification and comparison of large-scale resource allocation and product mix alternatives, but are not specific enough to use for defining operational management.

CHAPTER 2:

RESOURCE-DEPENDENT COMMUNITY QUESTIONS AND ISSUES

College of Forestry, Wildlife & Range Sciences
University of Idaho

7. HAS THE EFFECT OF REDUCING NFS HARVESTS, COUPLED WITH REDUCED PRIVATE, INDUSTRIAL HARVESTS, BEEN EVALUATED IN TERMS OF COMMUNITY STABILITY?

No. The phrase "community stability" appears nowhere in the Idaho Timber Supply Study. There is a section titled "Employment and Income," but this presents no more than a disaggregation of scenario harvest levels for northern and southern Idaho multiplied by a pair of employment-harvest and income-harvest multipliers. A community issue requires a community focus, and community stability cannot be evaluated without information on the distribution and fluctuation of employment and income at the community level. Except by speculative inference, the multi-county focus of the Idaho Timber Supply Study sheds no light on Idaho communities or the issue of community stability.

Aside from a community focus, what is really needed is use of a broader concept of natural resource dependent communities in which livelihood and lifestyles linked to the forest are considered in a context of economic development and all natural resource uses: timber, range, and mining; recreation and tourism; and economic activity attributable to resource management. With labor-saving advances in timber industry technology, timber employment will decline even with stable or slightly increased harvest levels. The real issue is community income and income potential from all natural resource uses.

8. MANY IDAHO COMMUNITIES ARE VERY DEPENDENT ON THE TIMBER INDUSTRY WHICH IS IN TURN VERY DEPENDENT ON FEDERAL TIMBER. HOW, AND TO WHAT EXTENT WILL COMMUNITY STABILITY BE AFFECTED BY THE HARVEST LEVEL SCENARIOS PRESENTED IN THE TIMBER SUPPLY STUDY, PARTICULARLY SCENARIO ONE?

There are two issues here: (A) industry and community dependence and (B) community stability.

A. Idaho's timber dependency has been declining, but more so in jobs than in income from timber-related enterprise. A simple measure of industry dependence is the portion of total employment accounted for by the industry in question. The greater the portion, the greater the economy's dependence on that industry. We prepared Tables 1 and 2 to indicate timber industry dependence in northern and southern Idaho. Statewide timber industry employment was 4.8 percent in 1960 and declined to 3.7 percent in 1986. Since 1960, the nontimber portion of the Idaho economy has grown relative to the timber portion, and with this growth, timber industry dependency has declined.

Tables 1 and 2 exaggerate the decline in timber industry dependence for several reasons. For example, timber industry incomes in Idaho have grown faster than other industry incomes; thus, measured in income instead of employment, the decline in Idaho timber industry dependence is less than indicated solely by the employment data in Tables 1 and 2. Also, Tables 1 and 2 show only direct timber industry employment, namely, pulp and lumber mill and logging. As Idaho has grown, so has its mix of industries. We suspect that some timber industry supplies formerly obtained out-of-state are today available in-state, thus raising indirect timber-linked employment. In addition, Idaho wood products remanufacturing may have increased as well as USDA Forest Service staff and timber sales related employment. All of these factors soften the declining trend in employment indicated in Tables 1 and 2.

Community dependency is not addressed by the Idaho Timber Supply Study or Forest Service plans because they lack a community focus. The exception is the Payette National Forest, which modeled communities in the planning process and published community level information in their draft environmental impact statement. Using the Payette National Forest data, we prepared Table 3, which indicates timber industry dependence for a selection of rural southern Idaho communities.

Table 3 shows that southern Idaho towns like Council (43.8 percent) and Cascade (34.2 percent) are certainly timber dependent, even if southern Idaho as a whole is not. Community dependency is washed out in a broad regional model such as the one used in the Idaho Timber Supply Study. Community level analyses are essential if forest planning is to deal with community dependency.

B. Community stability is an ambiguous concept; even the experts disagree on its meaning. The most recent work focuses on community ability to withstand change. Economic growth is widely cultivated and desired. What most people seem to want is stable economic growth, that is, stable growth in community income, or at least some assurance that community income sources will not be lost. This definition neglects social conditions such as stable families, health, education, leisure services, low crime and such, which have not been studied in Idaho. To the extent that these social qualities are fostered by a growing, or at least reliable, community income, then they are provided for as well.

Timber harvesting as a means of achieving community stability has been questioned on grounds that anything that increases economic dependency on a cyclical industry must actually decrease stability. The argument is sound and illustrates that community income is the real issue. Fluctuations in the wood products market assure that there will be periods of unemployment in timber-dependent communities. But with no timber supply, those communities will be without wood products income altogether, as well as all the income attributable to the consumer expenditures of timber industry employees. It is potential loss of income from reduced timber supply, as much as any desire for stability, that underlies "community stability" as a Forest Service policy issue.

With scenario one, the Idaho Timber Supply Study forecasts a loss of 682 southern Idaho forest products sector jobs and $27 million in income. Considering all of southern Idaho, such losses may not appear great. However, they would be sorely felt if they fell on certain smaller communities. As indicated by Table 3, such losses could easily wipe out the entire timber industry of the west-central Idaho highlands. The impact analysis of the Idaho Timber Supply Study reports a change in employment and income but does not give us any indication as to where this loss will occur or if it will be of any consequence to particular communities. Such an approach may be useful for regional analyses, but it does not address community stability.

Only community level analysis can address the community stability-community income issue. Employment and income in Idaho's several small, resource-dependent regional economies and their associated resource-dependent communities need to be analyzed separately and in relation to the entire economy to address future effects on those communities of resource outputs and trade-offs.

9. THE TIMBER SUPPLY STUDY FOUND THAT THE TIMBER SUPPLY IN SOUTH IDAHO WOULD FALL FAR SHORT OF HISTORIC HARVEST LEVELS DURING THE LONG TERM IF THE PREFERRED ALTERNATIVE FOREST PLANS ARE ADOPTED. DURING THE 10 YEAR PERIOD BETWEEN 2000 AND 2010, THERE WILL BE A LOSS OF 682 FOREST PRODUCTS SECTOR JOBS AND $27 MILLION IN INCOME TO THESE SECTORS. THE REPORT ASSUMED THAT SUCH LOSSES WERE DIRECTLY PROPORTIONAL TO THE VOLUME HARVESTED.

WHAT ARE THE CURRENT LEVELS OF JOBS AND INCOME IN IDAHO'S FOREST PRODUCTS ECONOMIES (NORTH AND SOUTH) AND WHAT HAVE BEEN HISTORIC LEVELS?

Tables 1 and 2 partially answer this question. Despite a decrease in the percent of timber-related employment, both northern and southern Idaho have seen gains in the number of people employed in the timber industry since 1960. Both northern and southern Idaho have seen some of those gains claimed by the general timber industry downturn of the early 1980s and by recent losses to labor-saving technology.

On the income side, timber industry employees have seen substantial income gains since the 1960s. We developed Table 4 from historic income data from the Idaho Job Service. The timber industry has clearly been an income growth leader. In 1960, the average timber industry employee earned 20 percent more than his neighbor in other Idaho industries. This grew steadily to fully 50 percent more in 1980. Timber's superior income growth has been blunted somewhat by wage and salary cutbacks during the recent timber downturn, but despite recent adjustments, 1985 timber industry incomes were still 42 percent higher than income in other Idaho industries. The relative growth in Idaho timber industry income reflects growth in wood products technology and capital intensity. Today's timber industry worker is more highly skilled than his predecessor, and this is reflected in growing pay scales.

10. ARE EMPLOYMENT AND INCOME IMPACTS DIRECTLY PROPORTIONAL TO VOLUME HARVESTED?

They are assumed to be in the Idaho Timber Supply Study and forest plan analyses. Linearity, the presence of direct and proportional relationships, is the most common assumption in regional forecasting models. Nonlinear techniques exist, but they are complex and depend on more complete data, and their superiority to linear models has not been demonstrated. Better forecasts will be based on more descriptively rich and community focused modeling efforts.

11. ARE THE PROJECTED LOSSES TO THE SOUTH IDAHO ECONOMY REALISTIC, OR ARE THEY COMPUTER SIMULATIONS USEFUL ONLY IN COMPARING SCENARIOS?

Harvest-generated employment and income impacts to southern Idaho in the Idaho Timber Supply Study were calculated as the product of scenario harvest levels and an employment-harvest multiplier, and an income-harvest multiplier. The employment-harvest multiplier used for southern Idaho is 14.8 per MMBF, and the income-harvest multiplier is $550,000 per MMBF. Calculated employment and income impacts are reported in a series of tables both in the main text and in the appendices. Using the multipliers in this prescribed manner, we were unable to duplicate the figure of 682 lost jobs and $27 million in lost income reported for scenario one on page 5 and again on page 56 of the Idaho Timber Supply Study. For the 10-year period between 2000 and 2010, scenario one projects a southern Idaho timber shortfall of 104 million board feet. This translates into 1539 lost jobs (104 MMBF times 14.8 jobs per MMBF) and $57.2 million in lost income (104 MMBF times $550,000 per MMBF). These figures are consistent with the figures reported in the economic impact tables of the Idaho Timber Supply Study although those tables go only to the year 2000.

As for realism of the reported losses, the Idaho Timber Supply Study utilized the Forest Service IMPLAN model to derive its employment and income-harvest multipliers. Given the broad regions studies, IMPLAN is as appropriate a technique as any. But there are problems. Northern Idaho and eastern Washington constitute an inland northwest regional economy. Modelling just the Idaho portion leads to an overstatement of employment and income multipliers, and the Idaho Timber Supply Study notes as much. Moreover, it is surprising that northern Idaho has larger multipliers than southern Idaho. We would expect smaller multipliers in the north because many timber industry needs obtained from Boise in the south are obtained from Spokane in the north.

The impetus for the Idaho Timber Supply Study, and Governor Andrus' letter, is concern for the cumulative impact on Idaho's economic health and community well-being as a result of timber harvests from the state's various land ownerships.

Community stability has influenced Forest Service policy since the agency's beginning and is still a dominant policy issue. But our review of the Idaho Timber Supply Study found no analysis of community stability. The study did not employ a community level model and, except for listing sawmill hosting communities, did not consider individual Idaho communities at all. Part of the problem is that state-of-the-art forest planning methodology has yet to evolve the needed level of community focus.

In the future, to address the economic health and community stability issue in Idaho, a community level analysis is needed that focuses on (1) Idaho communities dependent on all natural resources for income and growth, (2) the role of these communities in the larger Idaho economy, and (3) the effects on total community income of alternative resource management emphases, timber recreation, grazing, etc.

Table 1. North Idaho Timber and Total Employment, 1960-86.

Year	Employment		
	Total	Mill & Logging	Mill & Logging Percent of Total
1960	55,641	9,706	17.4
1972	64,489	10,014	15.5
1974	71,702	10,392	14.5
1976	77,467	10,989	14.2
1978	86,289	11,911	13.8
1980	83,961	10,734	12.8
1982	74,700	8,071	10.8
1984	82,259	10,222	12.4
1986	82,310	9,356	11.4

Source: Idaho Job Service

Table 2. South Idaho Timber and Total Employment, 1960-86.

Year	Employment		
	Total	Mill & Logging	Mill & Logging Percent of Total
1960	208,059	3,000	1.4
1972	238,411	5,114	2.1
1974	264,297	5,272	2.0
1976	287,766	7,087	2.5
1978	320,895	8,314	2.6
1980	313,203	6,128	2.0
1982	307,687	5,624	1.8
1984	317,834	5,631	1.8
1986	320,387	5,585	1.7

Source: Idaho Job Service

Table 3. Timber Industry Dependency of Six West-Central Idaho Communities, 1983.

Community	Employment: Total	Employment: Mill & Logging	Employment: Mill & Logging Percent of Total
Council	297	130	43.8
New Meadows	187	38	20.3
Cascade	421	144	34.2
McCall	973	66	6.8
Cambridge	146	30	20.5
Midvale	70	20	28.6

Source: Survey by the Payette National Forest, data on file at the Forest Supervisor's Office, McCall, Idaho.

Table 4. Average Annual Income for Timber Versus Other Employment.

Year	Income Per Employee: All Employees*	Income Per Employee: Timber Industry Employees*	Ratio of Annual Incomes: Timber/All Employees
1960	$4,168	$4,991	1.20
1965	4,970	5,784	1.16
1970	6,320	8,081	1.28
1975	8,807	11,574	1.31
1980	12,726	19,146	1.50
1985	16,336	23,213	1.42

Source: Idaho Job Service

* Figures reflect employees covered by unemployment insurance only.

CHAPTER 3:

Forest Plans and Effects on Timber Supply and other Resource Outputs[1]

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University of Idaho

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[1] We would like to acknowledge the cooperation of the USDA Forest Service in providing the University of Idaho with their documents (Table 9) and the most current information to prepare this report. We appreciate the Forest Service verification of the terminology and data as correct on September 4, 1987. And we are grateful to Bill LeVere, Terry Raettig and Jim Merzenich for their technical assistance.

12. HOW WERE THE NFS LANDS SELECTED FOR INCLUSION IN THE NFS COMMERCIAL FOREST BASE?

We had difficulty interpreting forest plan terminology because of variations among forests. Our statewide forest plan summary is based on the following definitions, affirmed as correct by the USDA Forest Service regional offices.

Commercial forest land, what the Forest Service calls TENTATIVELY SUITED[1/] timberland, is defined as land that is producing, or is capable of producing, crops of industrial wood and that: (1) has not been withdrawn by Congress, the Secretary of Agriculture or the Chief of the Forest Service, (2) ensures timber production without irreversible damage to soil productivity or watershed conditions under existing technology and knowledge, and (3) provides reasonable assurance that adequate restocking can be obtained within five years after final harvesting, under existing technology and knowledge reflected in current research and experience.

A portion of the commercial forest land, what the Forest Service calls SUITED for timber management practices, is the commercial forest base. Although it is generally defined as above, the definition also includes management direction that indicates that timber production is an appropriate use of that area.

TENTATIVELY SUITED minus SUITED land is called NOT APPROPRIATE in southern Idaho (USDA Forest Service, Region 4) and TENTATIVELY NOT SUITED in northern Idaho (USDA Forest Service, Region 1). In both regions, these become NOT SUITED in the final draft of the forest plan and in preferred alternatives of the environmental impact statement.

We apply the Region 4 terminology, meaning NOT APPROPRIATE forest lands, to those lands where: (1) multiple-use objectives preclude timber production, (2) other management objectives would limit timber production activities to the point where the legal management requirements cannot be met, and (3) the lands are not cost efficient over the planning horizon to meet forest objectives that include timber production. Should the demand for timber change and NON-ECONOMICAL timber become cost efficient, those forest lands currently judged NOT APPROPRIATE for economic reasons may be added to the timber base by amending the forest plan. The volume from these lands is called OPPORTUNITY volume.

UNSUITED lands (for timber management practices) are not included in the commercial forest base and include two basic categories: (1) NON-FOREST land, which includes water and land with less than 10-percent stocking of trees, and (2) UNSUITED FOREST land, which is:

A) FOREST land WITHDRAWN, such as wilderness, wild and scenic rivers, national recreation areas, research natural areas, right of ways, administrative and other facilities, etc.; and

B) UNPRODUCTIVE FOREST land: (1) land producing less than 20 cubic feet of timber per acre per year, (2) land that would incur IRREVERSIBLE resource damage from timber harvest, or (3) land where assurance that adequate restocking cannot be accomplished in five years under existing technology and knowledge as reflected in research and experience.

A SUITABILITY ANALYSIS was undertaken by the Forest Service to categorize the land as TENTATIVELY SUITED or UNSUITED. This process identified national forest lands to be managed for timber production. Stage I identified lands

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[1/] Words capitalized are terminology in the USDA Forest Service Briefing Papers, Forest Plans, and Environmental Impact Statements.

biologically capable, administratively available, and technically suitable. Stage II provided economic analysis of costs and benefits of timber management on the lands identified in Stage I. Stage III provided the final assignment of lands as SUITED or UNSUITED, based on forest objectives and economic efficiency. This analysis identified land as SUITED based on its potential to grow and regenerate trees, and not necessarily on existing forest cover. SUITED lands may currently be understocked forests or shrubfields and, thus, NON-ECONOMIC, but have the potential to become harvestable forests under increased demand and new technology.

The acreages in these various categories are arithmetically defined according to the following rules:

National Forest total = UNSUITED + TENTATIVELY SUITED.

TENTATIVELY SUITED = NOT APPROPRIATE + SUITED.

UNSUITED = NON-FOREST + UNPRODUCTIVE + IRREVERSIBLE damage + no assurance of restocking + WITHDRAWN.

13. PLEASE EVALUATE THE CONSTRAINTS WHICH ESTABLISH THE HARVEST LEVELS SET OUT IN THE FOREST PLAN PREFERRED ALTERNATIVES. WHAT CONSTRAINTS MOST LIMIT THE HARVEST OF TIMBER FROM LAND ECONOMICALLY AND BIOLOGICALLY SUITED FOR HARVEST OF COMMERCIAL FOREST SPECIES?

The Planning Process:

Analyzing plan effects requires a full understanding of the planning process. Following is our description of the planning process used by the USDA Forest Service. Our description has been affirmed as correct by the Forest Service.

The Forest Service Region 1, headquartered in Missoula, Montana, and Region 4, headquartered in Ogden, Utah, and each of 10 national forests have different approaches and constraints affecting the prepared forest plans. These are based on national forest level interpretations of federal and state laws, regulations, policy, best management practices, forest management philosophy, and professional judgements used to implement the planning process. In addition, each national forest has different resource potentials and demands.

At the beginning of the National Forest planning process, the major resource, economic, social and proposed land use issues were identified. These sets of issues were obtained differently for each national forest and in each case became a major focus of the planning process. Data were collected and alternatives were developed in an attempt to resolve these sets of issues. Just as resource potentials and output demands vary from forest to forest, so do the issues and, thereby, the actions taken to deal with the issues.

Following issue identification, the forests gathered their pertinent information and analyzed their management situation to determine BENCHMARKS. BENCHMARKS are the maximum and minimum production levels for the resource supply potential while meeting the minimum management requirements (minimum management requirements are discussed on page 24). Benchmarks were used in FORPLAN to evaluate: (1) costs and effects of applying regulation and policy constraints, (2) production capabilities for single resources and multiple-resource activities and outputs, and (3) objectives and constraints of possible alternatives. A preferred alternative for the forest plan and its environmental impact statement (EIS) was selected as being the set of multiple-resource activities and outputs that would maximize NET PUBLIC BENEFIT using net present value while meeting the minimum management requirements, land suitability, and land withdrawals (NFMA regulation 219.12e describes this required process). Public comment, minimum management requirements, and regulation and policy constraints reduced, in most cases, the maximum supply potential for individual forest commodity and non-commodity outputs.

The Forest Service is required to manage for multiple use of all resources; provide for minimum viable populations of plants and animals, including threatened and endangered species; meet water and air quality standards; consider state fish and game targets; provide lands for wilderness and other special multiple uses that exclude timber; respond to public issues, concerns and opportunities (ICO); and provide a long-term nondeclining evenflow yield of timber. These requirements have led to the development of legal constraints to meet minimum management requirements (MMR) and discretionary constraints to meet plan objectives at both the national forest and site-specific level. The term "constraints" is used because the requirements mathematically constrain the solutions generated by FORPLAN, the analytical model used in forest planning. In reality, these constraints structure the FORPLAN solutions so they reflect uses such as wildlife, anadromous fish, recreation, visual quality, grazing of livestock, water quality, wilderness, timber, and local community stability. A preferred alternative was identified as the optimum mix of outcomes to achieve MAXIMUM NET PUBLIC BENEFIT, based on analysis of economic opportunities for commodities, non-commodities, constraints, and fine tuning of results by manager judgements. This was the goal of the planning process.

The most important federal laws that govern the planning process are the National Environmental Policy Act, Resources Planning Act, National Forest Management Act and the Multiple-Use Sustained Yield Act. Mostly from these laws, MINIMUM MANAGEMENT REQUIREMENTS are derived. The list of the National Forest Management Act MINIMUM MANAGEMENT REQUIREMENTS was taken from the Payette (EIS, Appendix B,147) and is as follows (36 CFR 219.27):

(1) Adhere to multiple-use laws;
(2) Conserve soil and water resources;
(3) Protect riparian zones;
(4) Provide fish and wildlife habitat to maintain viable populations of all natural vertebrate species;
(5) Protect threatened and endangered species habitat;
(6) Provide plant and wildlife diversity;
(7) Maintain air quality;
(8) Reforest in five years;
(9) Limit openings to 40 acres;
(10) Develop road construction standards;
(11) Revegetate temporary roads;
(12) Provide for rights-of-way and corridors;
(13) Minimize hazards from flood, wind, wildlife, erosion, and other natural physical forces; and
(14) Reduce hazards from pest organisms.

Meeting these minimum management requirements included: (1) developing standards and guidelines and appropriate practices for management prescriptions, (2) assigning of management prescriptions and intensities to individual or aggregated ANALYSIS AREAS in FORPLAN, and (3) applying access- absolute, and inventory constraints to ANALYSIS AREAS or groups of ANALYSIS AREAS in FORPLAN. For the individual ANALYSIS AREAS within each forest plan, the management prescriptions and the FORPLAN solutions containing the constraints are too numerous and complex to describe in this report. Sometimes a management prescription is used which precludes the need for constraints to protect other resources. For example, water quality, anadromous fish protection, visual management and wildlife constraints may all be achieved under an unevenaged management prescription for timber. Constraints for individual resources, the interactions of constraints and the order in which they are applied in the FORPLAN model, all alter the solutions for each specific ANALYSIS AREA.

Analyzing Plan Effects on Timber Supply:

A detailed review of specific FORPLAN runs, and probably additional runs, would be needed to determine the effects of particular constraints on timber supply projections. In addition, the complexity and size of the linear programming model (FORPLAN), and the mathematics involved, make it impossible to identify the effect of any single constraint (e.g., anadromous fish) in many cases. The resources, data and FORPLAN MODEL needed to assess individual constraints in forest plans throughout Idaho require a level of analysis that is beyond the scope of this report.

Thus, our approach to analyzing plan effects on timber supply has been to simplify the complex planning process by summarizing the outputs proposed in the most current plan documents for each forest (final, draft or pre-draft) and to identify the degree to which short-term and long-term timber supply is constrained. The summary focused on the following areas:

(1) land suitability,
(2) roadless areas,
(3) proposed wilderness,
(4) overall effects, and
(5) major issues.

From these summarized data, the list of critical issues, minimum management requirements and policy statements for each forest plan, we infer the most important constraining issues. The acreage and volumes in this report were verified by the Forest Service on September 4, 1987, and should supersede numbers in proposed plans, EIS and briefing papers. The numbers presented in previous documents may not agree with each other and this report. The dynamic nature of the planning process will result in continual change until all plans are finalized. Only then will a precise accounting of numbers in the forest plans be possible. To date, the data in this report are the most accurate that have been compiled.

Land Suitability:

Table 1 indicates the results of the land allocation process in the LAND SUITABILITY analysis and accounts for all the national forest acreage in Idaho. An analysis was conducted by each national forest and involved three stages, each of which constrained timber availability by allocating land into different categories. Stage I determined the land UNSUITED for timber production; stage II assigned net present values; stage III separated TENTATIVELY SUITED into NOT APPROPRIATE and SUITED for timber production to identify the timber base.

In Table 1, UNSUITED plus TENTATIVELY SUITED acreage for timber management practices equal the total forest land base. Forest land WITHDRAWN, UNPRODUCTIVE FOREST and NON-FOREST are UNSUITED for timber management practices. TENTATIVELY SUITED lands are the commercial forest, but include lands that are NOT-APPROPRIATE because of OTHER MULTIPLE USES or OTHER special uses, or are NOT COST EFFICIENT due to logging feasibility, access or current demand. SUITED lands are the lands for which timber management activities are proposed in the forest plans.

The National Forest Management Act (1976) requires that UNSUITED lands be removed from the timber base. These lands represent 2,128,593 acres (33 percent) of the total in northern Idaho and 9,259,721 acres in southern Idaho (67 percent) (Table 1). The timber inventory on these lands is not harvestable by federal law.

TENTATIVELY SUITED lands were considered for timber management practices and represented 4,405,040 acres (67 percent) of the total forest acreage in northern Idaho and 4,939,839 (33 percent) in southern Idaho (Table 1). However, timber harvest activities are restricted to the lands judged SUITED for timber management activities. SUITED lands represent 3,483,803 acres (79 percent of the TENTATIVELY SUITED) in northern Idaho and 2,570,099 (56 percent) in southern Idaho.

The TENTATIVELY SUITED acres on which timber harvest is precluded are presented in Table 2 as NOT APPROPRIATE for timber management activities. These categories are proposed WILDERNESS, OTHER MULTIPLE USE[1], and NON-ECONOMICAL FOREST, and are lands within these categories included in the proposed plans.

The portion of proposed WILDERNESS categorized as TENTATIVELY SUITED in Table 2 may not be directly added to the timber-based SUITED acres, even if they do not eventually become WILDERNESS. Many of these lands might still be needed to satisfy other NOT APPROPRIATE categories such as OTHER MULTIPLE USE or will be NON-ECONOMICAL FOREST. Access limitation, harvest and regeneration costs, multiple-use activities, and MINIMUM MANAGEMENT requirements would have to be reconsidered. Following legislative action, the lands not classified as WILDERNESS would probably be reconsidered to determine which acres are eligible for timber management and which acres are not. This could result in selected acreage being recognized as NOT APPROPRIATE, thus precluding timber harvest because of dispersed recreation, fish-wildlife, water and air quality, plant and animal diversity and minimum viable populations and other multiple-use considerations. Thus, the direct effect of moving TENTATIVELY SUITED acreage out of proposed WILDERNESS must await reanalysis of these lands to determine net additions to the SUITED timber base. Increasing proposed WILDERNESS acres could have a more direct effect in reducing timber supply if a portion of these proposed additional acres are classified as SUITED. However, the reduction might not occur in the planning period encompassing the next 10 to 15 years.

Other MULTIPLE USE acres in the TENTATIVELY SUITED acres are lands assigned prescriptions other than timber management to meet forest-wide goals and objectives to satisfy other resource management concerns and resolve many of the public issues. For example, deer and elk winter range that is currently in shrubfields may be maintained in shrubs, precluding the future opportunities for timber management. Elk, deer, and moose winter range, elk summer range, dispersed recreation, riparian habitat, anadromous and native fish, water quality, and cultural resource areas are the most common examples of MULTIPLE USE acres in the proposed plans. The specific items and locations of the acres in the MULTIPLE USE and OTHER USE categories can be obtained from the national forest involved.

The acreage set-aside for MULTIPLE USE includes the discretionary forest-wide and prescription constraints to meet forest-wide goals and objectives to satisfy other resource management concerns and resolve many of the public issues. MULTIPLE USE accounts for 512,261 acres (12 percent) in northern Idaho and

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[1] OTHER MULTIPLE and OTHER USE categories in the briefing papers and proposed plan have been combined in this report.

1,678,750 acres (37 percent) in southern Idaho of the TENTATIVELY SUITED land (Table 2).

The NON-ECONOMICAL lands are not cost efficient to harvest and regenerate, given access, current technology, and expected timber demand conditions. However, if conditions change and the volume from these acres becomes cost efficient, these acres can be added to the timber base. The volume from these lands is referred to as OPPORTUNITY volume and totals 18 MMBF, of which 2 MMBF is in northern Idaho and 16 MMBF is in southern Idaho (Table 2). NON-ECONOMICAL lands represent about 4 percent of the total TENTATIVELY SUITED acreage in Idaho, including 21 percent in northern Idaho and 8 percent in southern Idaho of the NOT APPROPRIATE land category.

The relative net acreage effects of all constraints in the proposed forest plan on timber management activities is defined as:

100 * (TENTATIVELY SUITED acres - SUITED acres) ÷ (TENTATIVELY SUITED ACRES)

This calculation, which is not provided in the proposed forest plans, yields the percentage of the TENTATIVELY SUITED land base in which timber harvests are excluded by proposed WILDERNESS, OTHER MULTIPLE USE, and NON-ECONOMICAL forest lands. About 21 percent of the TENTATIVELY SUITED land is excluded from timber management activities in northern Idaho and 44 percent is excluded in southern Idaho (Table 3). The higher the percentage, the more acres removed (Table 3).

A similar calculation for volume is:

100 * (TENTATIVELY SUITED volume - SUITED volume) ÷ TENTATIVELY SUITED volume

This calculation is also not provided in the forest plans and is the percentage of the TENTATIVELY SUITED lands volume that is contained in proposed WILDERNESS, OTHER MULTIPLE USE, and NON-ECONOMICAL forest land. This is the maximum timber volume possible, given minimum management requirements, and is the amount of volume removed by all of the constraints in the proposed plan. The lower the percentage, the lower the harvest volume removed from proposed WILDERNESS, OTHER MULTIPLE-USE and NON-ECONOMICAL considerations, and the fewer total constraints applied to the timber supply.

Allowable Sale Quantity:

The maximum harvestable timber volume possible, given the minimum management requirements, from TENTATIVELY SUITED lands is 908 MMBF per year in northern Idaho and 541.4 MMBF in southern Idaho. However, the ALLOWABLE SALE QUANTITY (ASQ) in the proposed plans is much less: 561.3 MMBF/year in northern Idaho and 299.3 MMBF/year in southern Idaho (Table 3). The total proposed timber supply on Forest Service lands in Idaho is an ASQ of 860.6 MMBF/year for the next decade. This figure is based on the 6,053,902 acres in the SUITED land base and includes the MINIMUM MANAGEMENT REQUIREMENTS, nondeclining evenflow and sustained yield of timber constraints and provisions for multiple use.

The proposed annual ASQ by forest for the next decade is compared to the last 10-year average volume offered (Table 4). The Boise (-.4 MMBF), Challis (-.5 MMBF) and Caribou (-2.2 MMBF) National Forests have ASQs below the past 10-year average level. The other forests will offer the same or more timber. A total of +37.5 MMBF/year more will be offered in the proposed plans than in the past 10 years (Table 4). None of Idaho forests have ASQ's below the current VOLUME SOLD.

The ASQ's are developed only from those acres SUITED for timber management. Forest land WITHDRAWALS, MINIMUM MANAGEMENT REQUIREMENTS, LAND SUITABILITY, OTHER MULTIPLE USE, timber economics, the culmination of mean annual increment, nondeclining sustained yield, best management practices, and stand prescriptions reduce the potential ASQ on each national forest. Because of the complex relationships used in the planning process, our attempts to isolate single factors, such as anadromous fish, water quality, wildlife (especially elk), critical habitat for embedded endangered species, etc., as constraints were unsuccessful. The specific effects are in the FORPLAN models used in the analysis areas in each plan. Therefore, we can only say: "The above factors reduce timber supply in some areas." Obviously, the TIMBER FLOOR constraints (lower limit of the ASQ used in FORPLAN) set on all the southern Idaho national forests for local community stability and on the northern Idaho forests for economic value of timber and the planned below-cost sales in both regions, reduced the management opportunity for fish, wildlife, grazing, visual, and recreation management. Just as these opportunities impacted timber, timber also impacted the opportunities for other resources. Trade-offs were adjusted to achieve what is called MAXIMUM NET PUBLIC BENEFIT. It may be nearly impossible to reconstruct all of the specific trade-offs made in determining the coefficients in FORPLAN. The binding constraints can be determined for specific ANALYSIS AREAS, but this is a time-consuming process and beyond the scope of this report.

Roadless Areas:

A total of 9,438,728 acres of inventoried ROADLESS area currently exist in Idaho. The proposed plans have allocated these acres into UNSUITED, NOT APPROPRIATE and SUITED lands. The proposed ASQ is calculated only on SUITED LANDS. The total proposed forest ASQ$_T$ contains a planned ASQ$_R$ from roadless. We expressed the ASQ$_R$/ASQ$_T$ as a percent in Table 5.

The portion of the proposed ASQ from roadless areas ranges from 85 percent on the Caribou to 15 percent on the Boise. National forests in northern and southern Idaho average, respectively, 28.7 and 25.2 percent of their planned ASQs from currently ROADLESS areas during the next 10-15 year planning process. All forests in Idaho--Panhandle (19 percent), Clearwater (46 percent), Nez Perce (26 percent), Payette (26 percent), Boise (15 percent), Salmon (60 percent), Challis (47 percent), Sawtooth (25 percent), Targhee (18 percent), and Caribou (85 percent)--will rely on roadless areas for a significant portion of their ASQ. Budgets and road-building costs will be major constraints affecting timber supply. The roadless ASQ excludes from the calculation TENTATIVELY SUITED acres and potential volume in proposed WILDERNESS acres.

Should access to ROADLESS areas be restricted beyond proposed WILDERNESS in the forest plans, a disproportionate decrease will result in the total ASQ because of the evenflow constraint imposed by forest management legislation. Efforts to prevent this drop in the ASQ and reduce economic impacts on local communities would create pressures to maintain the ASQ at a higher level on already roaded lands. This would result in other resource trade-offs and/or may increase the risk of environmental damage from intensified harvest on these areas. To let the ASQ drop could force local timber prices to rise and could potentially force economic hardships on local communities. The economic consequences to Idaho are unknown at this time. There are no economic models to make this kind of prediction for local communities dependent on timber.

A list of the ROADLESS areas from the EIS statements is provided as an attachment to this report. Specific concerns about a particular roadless area should be checked with the Forest Service. However, under the proposed plans, most of the ROADLESS areas will remain undeveloped through the next decade:

84.3 percent will remain undeveloped in northern Idaho and 88.5 percent will remain undeveloped in southern Idaho (Table 5).

The proposed plans contain 1,260,052 acres of proposed WILDERNESS. Sixty-two percent of the total proposed WILDERNESS in northern Idaho and 19.9 percent in southern Idaho are designated as TENTATIVELY SUITED acres (Table 5). If more or less than the proposed WILDERNESS is designated, the ASQ in the proposed plans will change. We expect that increasing the proposed WILDERNESS will reduce the ASQ more than reducing WILDERNESS will increase the ASQ. The exact effect cannot be determined from the proposed plans and EIS statements.

The distribution of EXISTING and proposed WILDERNESS is shown in Table 6. The relative total of existing plus proposed WILDERNESS acreages in northern Idaho and southern Idaho are nearly identical (24 percent) relative to their total land base (Table 6). However, the distribution of planned WILDERNESS is not equal among national forests. The total of existing plus proposed WILDERNESS acres in Idaho is 4,846,007 acres.

Future Outputs:

Comparing the current direction alternative to the proposed alternative in the EIS, all resource outputs increase in the proposed plan. On one-half of the ten national forests, the timber ASQ is at or above the current DIRECTION ALTERNATIVE level. On the other five forests, ASQ will be down slightly (Table 7). For the state of Idaho as compared with the current DIRECTION ALTERNATIVE, a net gain of 8.1 MMBF/year will result from the forest plans. However, compared with the last decade, 37.5 MMBF/year is the net gain for Idaho. All resource outputs on all national forests will be at or above the current level, some by as much as 50 percent or more (Table 7).

While philosophies about appropriate management activities on national forests do differ, there seems to be broad agreement about most of the acreage and uses proposed in the forest plans. Intense disputes are focusing on specific issues and areas on each national forest. Some of the most obvious examples dealing with timber supply are:

Panhandle -- Salmo/Priest, Mallard Larkins, and Long Canyon
Clearwater -- Mallard Larkins, Fish Creek
Nez Perce -- East Meadow Creek
Payette -- South Fork of the Salmon
Boise -- South Fork of the Salmon
Targhee -- Greater Yellowstone Ecosystems
Caribou -- Greater Yellowstone Ecosystems

Major Issues:

Table 8 highlights the issues identified during the planning process and addressed in each proposed plan. The major issues in Table 8 were reported in the briefing papers, or reported from the regional planners. Water quality--including road-construction caused sediments affect anadromous fish, or riparian habitat, which affects native cutthroat trout--is a concern on nine of the 10 Idaho forests. Elk habitat and road management is a concern on eight forests; roadless and wilderness areas, timber supply and community stability are concerns on all 10 national forests. Several forests have more specific concerns, such as critical habitat for caribou and/or grizzly bear on the Panhandle, amenity values on the Salmon, oil and gas leasing on the Caribou, and grizzly bears on the Targhee. The Greater Yellowstone Ecosytem was an issue on the Targhee and the Caribou. A total of 163 specific issues were addressed in the proposed forest plans in Idaho. Many of these issues indirectly or directly affect timber availability and often reduced the ASQ.

Table 1. Land suitability for timber production by UNSUITED, and TENTATIVELY SUITED categories.*

			UNSUITED for Timber Management				TENTATIVELY SUITED	
National Forest	Total Acreage (acres)	UNSUITED Total 1/ (acres)	Forest WITHDRAWN 2/ (acres)	UNPRODUCTIVE Forest 3/ (acres)	NON-FOREST 4/ (acres)	TENTATIVELY SUITED (total) 5/ (acres)	NOT APPROPRIATE 6/ (acres)	SUITED 7/ (acres)
Region 1								
Panhandle	2,478,477	479,925	30,972	267,263	181,690	1,998,552	414,369	1,584,183
Clearwater	1,837,116	501,042	276,894	51,997	172,151	1;336,074	348,103	987,971
Nez Perce	2,218,040	1,147,626	823,397	78,906	245,323	1,070,414	158,745	911,669
NORTH TOTAL	6,533,633	2,128,593	1,151,263	398,166	599,164	4,405,040	921,217	3,483,823
Region 4								
Payette	2,295,800	1,474,800	775,600	530,900	168,300	821,000	389,279	431,721
Boise	2,264,115	1,132,558	60,821	185,453	886,284	1,131,557	525,506	606,051
Salmon	1,777,000	1,032,000	323,000	51,000	658,000	745,000	338,000	407,000
Challis	2,516,191	2,136,261	783,255	30,700	1,322,306	379,930	284,014	95,916
Sawtooth	2,101,442	1,860,802	203,606	132,051	1,525,145	240,640	141,429	99,211
Targhee	1,798,900	846,500	48,900	181,200	616,400	952,400	185,000	767,400
Caribou	1,103,300	776,800	0	172,200	604,600	326,500	163,700	162,800
SOUTH TOTAL	13,856,748	9,259,721	2,195,182	1,283,504	5,781,035	4,597,027	2,026,928	2,570,099
IDAHO TOTAL	20,390,381	11,388,314	3,346,445	1,681,670	6,380,199	9,002,067	2,948,145	6,053,922

1/ Timber management practices not permitted by law.

2/ Forest land withdrawn by Congress, the Secretary of Agriculture, or the Chief of the Forest Service.

3/ Irreversible soil or watershed damage and non-regenerable in 5 years.

4/ < 20 cubic feet per year potential, including grasslands, shrublands, meadows, and low growth Forests.

5/ Forest base minus withdrawals.

6/ Forest base set aside for Proposed WILDERNESS, OTHER MULTIPLE USES, or NON-ECONOMICAL harvesting given current technology or demand.

7/ Current Forest base for timber management activities, includes below cost timber sales.

* Executive Note: Results of the land suitability analyses allocating National Forest lands into UNSUITED, and TENTATIVELY SUITED for forest management practices. The total acreage of each Forest is separated into the UNSUITED subcategories of Forest land WITHDRAWN, UNPRODUCTIVE FOREST, and NON-FOREST, and TENTATIVELY SUITED subcategories of NOT APPROPRIATE and SUITED.

1. Total acres = TENTATIVELY SUITED + UNSUITED
2. TENTATIVELY SUITED acres = NOT APPROPRIATE + SUITED

Table 2. Timber base removed due to all constraints except existing withdrawals (TENTATIVELY SUITED acres minus SUITED acres).

			NOT APPROPRIATE Designation Precludes Timber Harvest			
National Forest	Preferred Alternative	NOT APPROPRIATE for timber[1] (total acres)	Proposed WILDERNESS[2] (acres)	OTHER MULTIPLE USE[3] (acres)	NON-ECONOMICAL Forest Land[4] (acres)	volume (mmbf/yr)
Region 1						
Panhandle	13	414,389	76,886	204,489	133,014	0
Clearwater	K	348,103	138,225	209,878	0	0
Nez Perce	G	158,745	0	97,894	60,851	2.0
NORTH TOTAL		921,237	215,111	512,261	193,865	2.0
Region 4						
Payette	E2	389,279	72,492	283,494	33,293	7.4
Boise	H	525,506	43,091	482,415	0	0
Salmon	#12	338,000	0	278,000	60,000	1.4
Challis	#11	284,014	38,434	245,580	0	0
Sawtooth	B	141,429	9,234	80,261	51,934	5.8
Targhee	C	185,000	12,400	151,300	21,300	1.4
Caribou	#10	163,700	6,000	157,700	0	0
SOUTH TOTAL		2,026,928	181,651	1,678,750	166,527	16.0
IDAHO TOTAL		2,948,165	396,762	2,191,011	360,392	18.0

1/ NOT APPROPRIATE = Proposed WILDERNESS (TENTATIVELY SUITED acres only) + OTHER MULTIPLE USES + NON-ECONOMICAL Forest land.

2/ Only TENTATIVELY SUITED acres in Proposed WILDERNESS were considered for the timber base (SUITED acres) but were removed by the WILDERNESS consideration.

3/ OTHER MULTIPLE USE and OTHER USES are combined in this report and included widlife, fish, recreation, cultural, research, etc. areas.

4/ Referred to as OPPORTUNITY volume. Should demand for timber or technology change to make this volume economically available, these acres and volumes could be added to the Forest base.

Executive Note: Lands designated NOT APPROPRIATE in the proposed Forest Plans preclude timber management practices. The NOT APPROPRIATE acreage subcategories are: Proposed TENTATIVELY SUITED in WILDERNESS, OTHER MULTIPLE USE, and NON-ECONOMICAL Forest.

Table 3. Total constraints on timber supply from withdrawals and management practices by acres and volume. TENTATIVELY SUITED minus SUITED divided by TENTATIVELY SUITED expressed as a percent includes all of the constraints in acres (column 3) and in volumes (column 4) affecting timber supply.

National Forest	TENTATIVELY SUITED for Timber (T) acres	TENTATIVELY SUITED for Timber (T) V(mmbf/yr)	SUITED for Timber (S) acres	SUITED for Timber (S) ASQ V(mmbf/yr) 1/	Total Constraints (acres) $\frac{ACt - ACs}{ACt} \times 100$ 2/ %	Total Constraints (volume) $\frac{Vt - Vs}{Vt} \times 100$ 3/ %
Region 1						
Panhandle	1,998,552	403.0	1,584,163	280.0	20.7	30.5
Clearwater	1,336,074	309.0	987,971	173.3	26.1	43.9
Nez Perce	1,070,414	196.0	911,669	108.0	14.8	44.9
NORTH TOTAL	4,405,040	908.0	3,483,803	561.3	20.9	38.2
Region 4						
Payette	821,000	171.0	431,721	81.0	47.4	52.6
Boise	1,131,557	157.0	606,051	86.7	46.4	44.8
Salmon	745,000	30.0	407,000	21.1	45.4	29.7
Challis	379,930	40.1	95,916	3.0	74.8	92.5
Sawtooth	240,840	23.0	99,211	10.5	58.8	54.3
Targhee	952,400	103.0	767,400	86.5	19.4	16.0
Caribou	326,500	17.3	162,800	10.5	50.1	39.3
SOUTH TOTAL	4,597,027	541.4	2,570,099	299.3	44.1	44.7
IDAHO TOTAL	9,002,067	1,422.4	6,053,902	860.6	32.7	39.5

1/ Referred to as ALLOWABLE SALE QUANTITY (ASQ) and is the average annual quantity of timber (all products) that will be put-up for sale under the proposed alternative during the first decade.

2/ TENTATIVELY SUITED acres - SUITED acres divided by TENTATIVELY SUITED acres x 100 equals the percent of the timber base removed (constrained) by proposed WILDERNESS, OTHER MULTIPLE USES such as fish and wildlife, OTHER specific USES, and NON-ECONOMICAL forest.

3/ TENTATIVELY SUITED volume - SUITED volume divided by TENTATIVELY SUITED volume x 100 equals the percent of the maximum timber volume possible, given minimum management requirements, that is constrained by proposed WILDERNESS, OTHER MULTIPLE USES such as fish and wildlife, OTHER specific USES, and NON-ECONOMICAL forest.

Table 4. LONG-TERM SUSTAINED YIELD (LTSY) and a comparison of ALLOWABLE SALE QUANTITY for the next 5 decades in relation to the previous 10 year average.

National Forest	ALLOWABLE SALE QUANTITY (mmbf/yr)[1] Previous 10 Year Average	Projections for Each Decade 1[2]	2	3	4	5	LTSY[3]
Region 1							
Panhandle	249.0	280.0	330.0	400.0	450.0	500.0	544.0
Clearwater	185.0	173.0	212.0	274.0	356.0	440.0	440.0
Nez Perce	97.0	108.0	138.0	180.0	210.0	210.0	210.0
NORTH TOTAL	531.0	561.0	680.0	854.0	1,016.0	1,150.0	1,194.0
Region 4							
Payette	78.0	81.0	83.0	85.0	83.0	82.0	95.0
Boise	87.1	86.7	87.2	88.1	88.1	87.4	88.5
Salmon	20.5	21.1	21.1	25.7	25.7	25.7	28.2
Challis	3.5	3.0	4.0	5.0	6.0	7.0	13.6
Sawtooth	10.0	10.5	10.9	11.2	11.5	11.5	13.8
Targhee[1]	80.0	86.5	66.0	53.0	45.7	56.8	107.0
Caribou	12.7	10.5	10.8	10.8	12.5	12.7	32.6
SOUTH TOTAL	291.8	299.3	283.0	278.8	272.5	283.1	312.1
IDAHO TOTAL	822.8	860.3	963.0	1,132.8	1,288.5	1,433.1	1,506.1

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[1] ASQ is the average annual amount offered and includes all forest products (e.g. green round wood, dead wood, pulp, and non-interchangeable species mixes) and below cost sales.

[2] Planning period is for 10 to 15 years; other decades are projections into the next planning period when the next generation of Forest Plans are expected.

[3] LONG-TERM SUSTAINED YIELD (mmbf/yr).

[4] Targhee is a departure from the non-declining even flow constraint found in the other National Forest Plans.

Table 5. ROADLESS conditions that affect timber supply. These include total ROADLESS acres, total Forest ALLOWABLE SALE QUANTITY (mmbf/yr (ASQ)), ASQ in ROADLESS, percent of the total Forest ASQ in ROADLESS, percent of total ROADLESS remaining undeveloped in the first decade, total acres of proposed WILDERNESS (all from ROADLESS areas), and the percent of WILDERNESS that was judged TENTATIVELY SUITED for forest management practices.[1]

National Forest	Total ROADLESS Acres	Total ASQ[2]	ASQ in ROADLESS (1st decade)	Percent ASQ in ROADLESS	Percent Acres of ROADLESS Remaining Undeveloped (1st decade)	Total Proposed WILDERNESS	Percent of Proposed WILDERNESS that was TENTATIVELY SUITED
	(acres)	(mmbf/yr)	(mmbf/yr)	%	%	(acres)	%
Region 1							
Panhandle	858,800	280.0	53.0	18.9	77.1	148,000	52.0
Clearwater	950,311	173.3	80.0	46.2	87.3	198,200	68.7
Nez Perce	503,162	108.0	28.0	25.9	90.8	0	0
NORTH TOTAL	2,312,273	561.3	161.0	28.7	84.3[3]	346,200	62.1
Region 4							
Payette	944,751	81.0	21.1	26.1	85.8	218,000	33.3
Boise	1,209,000	86.7	13.0	15.0	95.4	186,676	23.1
Salmon	830,469	21.1	12.7	60.2	73.0	0	0
Challis	1,392,135	3.0	1.4	46.7	95.0	201,000	19.1
Sawtooth	1,100,000	10.5	2.6	24.8	96.9	220,376	4.2
Targhee	874,800	86.5	15.6	18.0	83.2	57,200	21.7
Caribou	775,300	10.5	8.9	84.8	80.0	30,600	19.6
SOUTH TOTAL	7,126,455	299.3	75.3	25.2	88.5[3]	913,852	19.9
IDAHO TOTAL	9,438,728	860.6	236.3	27.5	87.5	1,260,052	31.5

[1] A list of ROADLESS areas, acreage, and Proposed WILDERNESS by Forest is attatched (attachment 1).

[2] TENTATIVELY SUITED and SUITED acreage in ROADLESS is not available in Forest Plans.

[3] 1,948,627 acres in Region 1 and 6,305,627 acres in Region 4 will remain undeveloped in current ROADLESS areas in Idaho at the end of the planning period.

Table 6. Total Forest acreage comparing Existing WILDERNESS (acres), Proposed WILDERNESS (acres), and Existing plus Proposed WILDERNESS (acres).

National Forest	Total Forest Acreage (acres)	Existing WILDERNESS (acres)	Proposed WILDERNESS (acres)	Existing and Proposed WILDERNESS (acres)	Percent of Forest in WILDERNESS[1/] (acres)
Region 1					
Panhandle	2,478,477	9,400	148,000	157,400	6.4
Clearwater	1,837,116	259,185	198,200	457,385	24.9
Nez Perce	2,218,040	926,168	0	926,168	41.8
NORTH TOTAL	6,533,633	1,194,753	346,200	1,540,953	23.6
Region 4					
Payette	2,295,800	770,000	218,000	988,000	43.0
Boise	2,264,115	65,324	186,676	252,000	11.1
Salmon	1,777,000	426,000	0	426,000	24.0
Challis	2,516,191	782,255	201,000	983,255	39.1
Sawtooth	2,101,442	217,088	220,376	437,464	20.8
Targhee	1,798,900	130,535	57,200	187,735	10.4
Caribou	1,103,300	0	30,600	30,600	2.8
SOUTH TOTAL	13,856,748	2,391,202	913,852	3,305,054	23.9
IDAHO TOTAL	20,390,381	3,585,955	1,260,052	4,846,007	23.8

[1/] ((Existing WILDERNESS + Proposed WILDERNESS) / total Forest) X 100 percent.

Table 7. Effects on Resource outputs for the PREFERRED ALTERNATIVE compared with the CURRENT DIRECTION ALTERNATIVE in the ENVIRONMENTAL IMPACT STATEMENT for each Forest. Outputs are expressed as Low (< 10%), Moderate (10 to 30%) or High (> 50%) for above (+), below (-), or at the same level (0) as the CURRENT DIRECTION ALTERNATIVE.[1]

National Forest	Fish	Wildlife	Livestock	Recreation	Mining	Timber	Wilderness
Region 1							
Panhandle	0	+L	0	+M	-	-L[2]	+H
Clearwater	+L	+M	0	0	-	-L[2]	+M
Nez Perce	+H	+H	+L	+M	-	+L	0
Region 4							
Payette	+H	+M	+L	+L	-	+L	+M
Boise	+L	+L	+L	0	-	-L[2]	+H
Salmon	0	0	0	+L	-	+L	0
Challis	0	0	0	+L	+L	-L[2]	+M
Sawtooth	0	0	0	+L	-	0	+H
Targhee	0	+L	0	0	-	+M[3]	+M
Caribou	0	0	0	+L	-	-L[2]	+H

1/ Percent change is based on the units provided in each individual Plan. Units in some categories are not consistent between Plans.

2/ Panhandle (-2 mmbf), Clearwater (-7 mmbf), Boise (-0.4 mmbf), Challis (0.5 mmbf), Caribou (-0.2 mmbf).

3/ A departure from the evenflow-sustained yield policy because of the mountain-pine beetle epidemic.

Table 8. Major issues on Idaho National Forests as identified in Forest Plans, Forest Briefing Papers, or by Regional Planners (not in priority order).

Issue	Region 1			Region 4						
	Panhandle	Clearwater	Nez Perce	Payette	Boise	Salmon	Challis	Sawtooth	Targhee	Caribou
Water Quality and Sediments	X	X	X	X	X	X				
Anadromous Fish		X	X	X	X	X	X			
Riparian Management							X	X		X
Elk Habitat and Roads	X	X	X	X		X	X		X	X
Threatened and Endangered Species	X								X	
Other Wildlife			X				X			X
Roadless / Wilderness	X	X	X	X	X	X	X	X	X	X
Greater Yellowstone Ecosystem									X	X
Motorized vs. Non-motorized Recreation					X		X		X	X
Community Stability and Below Cost Sales	X	X	X	X	X	X	X	X	X	X
Timber Harvest in Mtn. Pine Beetle Areas									X	
Amenity vs. Commodity Values						X				
Timber Supply	X	X	X	X	X	X	X	X	X	X
Oil and Gas Leasing										X

Table 9. Planning documents received from each National Forest and Region.[1]

Document	Region 1			Region 4						
	Panhandle	Clearwater	Nez Perce	Payette	Boise	Salmon	Challis	Sawtooth	Targhee	Caribou
Final Plan	-	-	-	-	-	-	X	-	X	X
Draft Plan[2]	X	X	X	X	X	X	-	X	-	-
Briefing Papers	X	X	X	-	-	X	X	X	-	-
EIS - Final or Final Review Copy	X	X	X	-	-	-	X	-	X	X[3]
EIS - Draft[2]	X	X	X	X	X	X	-	X	-	-
EIS Appendices[2]	X	X	X	X	X	X	X	X	X	-
Maps	X	X	X	X	-	-	X	X	X	-
Summary or Overview	-	-	-	X	-	-	X	X	-	-
Idaho Timber Supply Study	X	X	X	X	X	X	X	X	X	X
Errata and Updates	-	-	-	X	-	-	X	-	-	-
Record of Decision	-	-	-	-	-	-	X	-	X	X
Others	-	-	-	X[3]	-	-	X[3]	-	X[3]	X[3]

[1] A total of 38 documents totaling more than 12,000 pages (a stack 48" high) of information was provided by the USFS to the University of Idaho.

[2] For the Boise National Forest, pre-draft documents were provided.

[3] Caribou provided EIS, Vol. I and Vol. II and EIS Supplement; Payette provided additional material on the South Fork of the Salmon and on roadless areas.

ATTACHMENTS

ATTACHMENT A.
Letter of Request from
Governor Andrus

OFFICE OF THE GOVERNOR
STATE CAPITOL
BOISE

CECIL D. ANDRUS
GOVERNOR

JUL 21 1987

July 20, 1987

Mr. John C. Hendee, Dean
College of Forestry
University of Idaho
Moscow, ID 83843

Dear Dean Hendee:

In February 1987, the USFS issued a publication entitled A Report of Idaho's Timber Supply, prepared by William P. LeVere, Terry L. Raettig, Alan W. Green, and others. The study, ordered by former Assistant Agriculture Secretary Peter Meyers, was prepared to evaluate the impact of proposed national forest resource plans on the timber industry in Idaho.

I am asking you, and the University, to evaluate this publication and report your findings to me by September 15, 1987. Specifically, I would like to have you and your staff evaluate the issues and findings presented in the report as well as the timber supply recommendations for selected national forest plans for Idaho.

The Idaho Timber Supply Report established a statewide "harvest level" of 1,731 MMBF from all sources for comparison purposes. This figure is the median of the total harvest volumes from 1975 to 1984. The median harvest levels for north Idaho and south Idaho are 1,336 MMBF and 395 MMBF respectively -- established by prorating the statewide median against the average 10-year harvest levels for north Idaho and south Idaho.

Is the "harvest level" of 1,731 MMBF a realistic estimate of "demand" for timber by Idaho's forest products industry over the next 50 years? That "harvest level" has been exceeded five times in the past 10 years. Are the harvest level values of 1,336 MMBF and 395 MMBF realistic estimates of the anticipated "demand" for north Idaho and south Idaho forest products industry respectively?

Why are National Forest System (NFS) harvest volumes different for south Idaho as shown in the tables on pages 63 and 71? What are correct volume figures? It should be noted that the State of Idaho harvest for north Idaho in 1975, as shown on page 71, should be 87 MMBF rather than 9 MMBF. Also, the total harvest for north Idaho in 1975 should be 1,232 MMBF rather than 1,154 MMBF (page 71).

The timber supply study shows that, under the preferred alternative, the Forest Service in north Idaho will harvest only 0.9 percent of its standing inventory while the Forest Service in south Idaho is programmed to harvest 1.4 percent of its standing inventory volume. The programmed harvest for the State of Idaho is 2.1 percent of its standing inventory volume.

Why is the USFS harvest in north Idaho so low compared to the standing volume? Why is the USFS harvesting more volume compared to the growing stock in south Idaho than north Idaho when south Idaho usually has less growth potential? Do the inventory volumes as calculated from the forest inventory and the beginning inventory volumes in FORPLAN as calculated by prognosis match fairly close?

How does the volume of timber grown on NFS land compare with timber grown on comparable lands held by other owners in terms of board feet per acre per year? If there is a difference, explain why.

The acres of forest land contributing to the production of forest products in state and private ownership is fairly well established. How were the NFS lands selected for inclusion in the NFS commercial forest base?

Please evaluate the constraints which establish the harvest levels set out in the forest plan preferred alternatives. What constraints most limit the harvest of timber from land economically and biologically suited for harvest of commercial forest species?

How was "supply and demand" for timber used in FORPLAN to establish allowable sale quantities (harvest levels) in the forest plans? How much influence did it have?

Has the effect of reducing NFS harvests, coupled with reduced private, industrial harvests, been evaluated in terms of community stability? Many Idaho communities are

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very dependent on the timber industry which is in turn very dependent on federal timber. How, and to what extent will community stability be affected by the harvest level scenarios presented in the timber supply study, particularly scenario one?

The timber supply study found that the timber supply in south Idaho would fall far short of historic harvest levels during the long term if the preferred alternative forest plans are adopted. During the 10 year period between 2000 and 2010, there will be a loss of 682 forest products sector jobs and $27 million in income to these sectors. The report assumed that such losses were directly proportional to the volume harvested.

What are the current levels of jobs and income in Idaho's forest products economies (north and south) and what have been historic levels? Are employment and income impacts directly proportional to volume harvested? Are the projected losses to the south Idaho economy realistic, or are they computer simulations useful only in comparing scenarios? If the projected losses are not realistic, what should be expected? What actions might be taken to prevent the projected losses?

Thank you, Dean Hendee, for your assistance on this analysis. Please call me if you have questions.

With best regards,

Sincerely,

Cecil D. Andrus

Cecil D. Andrus
Governor

cc: Stan Tixier
James Overbay

CDA:lmg
G0714.01
A/C/F

ATTACHMENT B.
List of Specific Roadless Areas
Proposed for Wilderness in the
Forest Plans

ATTACHMENT OF WILDERNESS AND ROADLESS AREAS BY NATIONAL FOREST

(All information is taken from the Forest Plans and EIS,
provided by the U.S. Forest Service)

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREA		SUITABLE FOR TIMBER PRODUCTION Ac	SUITABLE FOR TIMBER PRODUCTION Bd. Ft. Standing MMBF
PANHANDLE Salmo-Priest (Wash. State)	9,440	Selkirks	26,600	Little Grass Mtn.	3,867	6,905	76
				Blacktail Mtn.	5,100	3,318	56
				Upper Priest	14,333	11,554	137
		Scotchman Peak	22,000	S. Fork Mtn.	5,400	5,340	128
				Selkirk	101,996	46,501	518
				Kootenai	5,974	5,596	65
		Mallard-Larkin	76,300	White Mtn.	7,764	6,860	81
				Hellroaring	11,746	8,969	136
		Salmo-Priest	21,600	Trestle Peak	7,137	2,776	74
				Beetop	11,180	3,333	100
				E. Cathedral Peak	22,338	20,288	208
				Magee	34,747	32,328	354
				Teepee Creek	5,100	5,064	58
				Skitwish Ridge	6,330	6,187	60
				Spion Kop	23,234	20,763	274
				Lost Creek	11,308	8,621	111
				Trouble Creek	6,100	5,902	60
				Graham Coal	10,832	9,954	112
				Maple Peak	8,674	4,851	74
				Stevens Peak	4,370	2,538	19
				Big Creek	74,940	60,182	394
				Storm Creek	8,211	2,000	5
				Hammond Creek	16,100	12,256	101
				N. Fork	32,100	24,933	161
				Grandmother Mtn.	16,392	15,680	133
				Pinchot Butte	7,011	5,873	16
				Mosquito Fly	15,437	10,586	93
				Midget Peak	6,973	4,829	48
				Wonderful Peak	5,070	3,828	30
				Continental Mtn.	6,850	2,891	36
				Saddle Mtn.	8,589	5,447	58
				Packsaddle	18,656	11,437	120
				Katka Peak	12,369	9,137	100
				Schafer Peak	6,614	3,856	34
				Blacktail Mtn.	4,719	1,895	14
				Mt. Willard-Estelle	35,272	17,787	417

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS (Ac)	ROADLESS AREA	(Ac)	SUITABLE FOR TIMBER PRODUCTION	
					Ac	Bd. Ft. Standing MMBF
PANHANDLE (cont.)			Mallard-Larkins	127,062	79,035	651,000 MBF
			Meadow Ck.-Upper North Fork	6,100	1,615	23,000 MBF
			Buckhorn Ridge	9,600	4,400	11 MMBF
			Scotchman Peak	19,212	10,165	218
			Hungry Mtn.	9,584	7,301	78
			N.W. Peaks	5,670	1,954	110
			Trout Creek	8,300	5,700	40
			Gilt Edge-Silver Creek	300	-	-
			Sheep Mtn.	26,979	14,438	112
			Salmo-Priest	20,543	14,400	190
			Grassy Top	12,896	4,550	68

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION Ac	SUITABLE FOR TIMBER PRODUCTION MBF
CLEARWATER							
Selway-Bitterroot	259,165 Ac	Mallard-Larkins	66,700	Mallard-Larkins	132,746	9,513	1,849,000
				Hoodo	149,147	98,783	1,241,000
		Hoodo	113,000	Meadow Creek	-	-	-
		Selway-Bitterroot Add.	18,500	Upper N. Fork	40,702	33,089	545,000
				Siwash	9,740	7,549	232 MMBF
				Pot Mountain	49,792	47,116	933 MMBF
				Moose Mountain	21,393	6,236	90 MMBF
				Bighorn-Weitas	235,510	216,795	3,352 MMBF
				N. Lochsa Slope	113,662	111,756	1,714 MMBF
				Weir-Post Office	22,605	19,929	389 MMBF
				N. Fork Spruce-White Sand	33,454	32,082	671 MMBF
				Lochsa Face	73,027	34,295	1,136 MMBF
				Eldorado	7,878	7,878	411 MMBF
				Rawhide	4,400	3,300	64 MMBF
				Sneakfoot	22,334	19,814	444 MMBF
				Rackliff-Gedney	34,710	30,112	460 MMBF
				Lolo Creek	100		

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS	ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION		
					Ac	MBF	
NEZPERCE							
Selway-Bitterroot	560,088		O'Hara-Falls Creek	25,326	23,778	309MM	
Frank Church-							
River of No Return	105,736		Lick Point	8,006	6,939	105,318	MMBF
Gospel Hump	200,464		Dixie-Nut	11,943	10,440	103,108	MBF
Hells Canyon	34,142		Rackliff-Gedney	55,463	49,160	311,508	↓
	900,430		Middle Fork Face	10,170	10,120	128,007	
			Clear Creek	11,876	11,865	104,860	
			Meadow Creek West	107,512	90,225	1,260,000	
			Meadow Creek East	94,203	72,033	772,048	
			Mallard	23,232	21,036	234,900	
			Silver Creek-Pilot Knob	21,034	20,091	285,367	
			N. Fork Slate Creek	12,783	8,681	99,810	
			Little Slate Creek	19,588	18,482	226,545	
			John Day	14,991	7,695	137,950	
			Salmon Face	9,414	5,837	70,419	
			Jersey Jack	54,321	52,416	511,528	
			Rapid River	76,036	54,745	638,510	

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION		
						Commercial Acres	Standing MMBF	MMBF/YR
PAYETTE			(Ac)	Hells Canyon/ Seven Devils	33,956	8,367	103.8	2.2
Frank Church-River of No Return	769,957	Secesh 42%	108,103	French Creek	168,215	80,293	841.9	15.4
				Carey Creek	8,279	5,584	73.3	1.4
				Cottontail Peak-Pilot Peak	98,532	67,229	633.2	15.0
Hells Canyon (admin by Wallowa-Whitman)		Needles 56% (include 5,631 acres that are in Boise Nat'l Forest)	92,433	Crystal Mtn.	13,975	7,512	74.9	1.4
				Chimney Rock	9,122	4,602	52.0	.9
				Smith Creek	2,787	1,208	15.8	.2
				Placer Creek	7,170	3,011	36.6	.6
				Big Creek Fringe	1,149	591	6.6	.1
				Secesh	259,682	116,271	1348.7	24.7
				Needles	130,204	47,396	628.4	12.0
				Caton Lake	48,678	34,029	406.1	7.7
				Meadow Creek	21,783	11,250	122.8	2.2
				Sugar Mtn.	9,569	3,927	43.5	.7
				Flat Creek	5,609	371	5.0	.07
				Cuddy Mtn.	43,181	15,754	217.9	4.1
				Sheep Gulch	5,849	1,039	16.5	.3
				Council Mtn.	15,129	5,559	68.4	1.2
				Indian Creek	6,708	1,699	28.3	.6
				Rapid River	53,114	32,369	404.7	7.7
				Snowbank	2,060	847	7.5	.2

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION Ac.	SUITABLE FOR TIMBER PRODUCTION MMBF/YR
BOISE							
Frank Church-River of No Return	65,324	Hanson Lake	90%	House Mtn.	17,924	2,148	.17
		Part of:		Danskin	42,038	2,000	.15
		Needles	10%	Mt. Heinen	17,170	3,065	.24
		Ten Mile/Black Warrior	55%	Grape Mtn.	15,499	2,950	.23
		Red Mtn.	85%	Sheep Creek	93,735	29,292	2.34
				Breadwinner	40,878	11,953	.96
				Grand Mtn.	21,279	9,858	.79
				Rainbow	34,353	13,175	1.05
				Whiskey Jack	7,674	4,728	.38
				Needles	37,541	36,945	1.08
				Steel Mtn.	23,001	8,497	.68
				Caton Lake	76,212	42,839	2.75
				Ten Mile/Black Warrior	138,866	50,148	4.02
				Meadow Creek	25,016	22,134	1.74
				S. Boise/Yuba	43,804	21,407	1.71
				Hansen Lake	17,187	5,518	1.71
				Red Mtn.	111,136	43,824	3.50
				Grimes Pass	12,214	6,435	.51
				Hawley Mtn.	8,652	4,675	.37
				Bald Mtn.	6,317	1,837	.15
				Deadwood	56,814	29,864	2.37
				Whitehawk Mtn.	14,618	9,950	.80
				Elk Creek	16,113	15,699	1.10
				Blue Bunch	5,085	2,562	.20
				Snowbank	33,411	15,427	1.23
				Bear Wallow	9,167	6,174	.49
				Peace Rock	198,607	117,557	8.29
				Stony Meadows	14,574	11,734	.79
				Cow Creek	9,710	146	.01
				Bernard Creek	20,731	12,662	.92
				Switchback	3,066	1,100	.07
				Whiskey	3,416	2,750	.20
				Poker Meadows	674	559	.04
				Tennessee	877	722	.05
				Nameless Creek	2,282	1,590	.11
				Burnt Log	23,011	19,374	1.55

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS		SUITABLE FOR TIMBER PRODUCTION Ac	Bd. Ft.
BOISE (cont.)				Black Lake	4,894	3,870	.19 MMBF/YR
				Lime Creek	26,802	10,418	.83
		RARE II					
Targhee		Italian Peaks	42,500	Pole Creek	2,700		.1
		Lionhead	14,400	Caribou City	12,300		.4
		Rendezvous	124,115	Winegar Hole	4,800		
		Centennial Mtns.	45,450	Bald Mtn.	13,000		.5
		Palisades	202,630	Bear Creek	92,800		3.7
		- - - - - - - - -					
		Pref. Alt.		Jackass	8,820		
		Winegar Hole	2,000	Signal Peak	15,400		
		Lionhead	14,700	Diamond Peak	94,400		
				Raynolds Pass	6,200		.2
				Two Top	6,800		.5
				Buffalo River	2,530		
				Warm River N.	4,830		
				Warm River S.	15,000		2.3
				Warm River E.	4,100		.6
				Snake River	4,830		
				Garns Mtn.	108,700		3.9
				Moody Creek	8,900		4.8
				Palisades	164,400		
				Poker Peak	18,600		.5
				Itialian Peak	146,300		3.2
				Garfield Mtn.	47,500		.4
				Mt. Jefferson	60,000		2.0
				Lionhead	15,400		

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS	ROADLESS AREAS		SUITABLE FOR TIMBER PRODUCTION			
				Ac.	Ac.		Total MMBF	MMBF/YR
SALMON								
Frank Church-River of No Return	427,000		Camas Creek	34,887			370	3.9
			Taylor Mtn.	48,280			122	1.6
			Lemhi Range	153,498			526	3.3
			Goldbug Ridge	11,514			37	.25
			Blue Joint	490	427		1.2	-
			Anderson Mtn.	18,120	17,214	95%	94.9	.9
			West Big Hole	81,068	22,699	28%	139.4	1.5
			Goat Mtn.	35,488	2,839	8%	15.0	.5
			Italian Peak	50,181	8,029	16%	59.0	.6
			Allan Mtn.	50,981	36,335		187.0	-
			Napolean Ridge	50,183			170.6	1.9
			W. Panther Creek	36,064			194	2.1
			S. Panther	6,710			36	.40
			McEleny	3,608			13	.1
			Jureanu	25,506			101.6	.8
			Haystack Mtn.	12,118			42.8	.4
			Phelan	12,465			47	.67
			Deep Creek	5,265			-	-
			S. Deep Creek	12,975			23.2	.21
			Jesse Creek	16,161			38.4	.2
			Perreau Creek	8,493			17.6	.3
			Agency Creek	5,690			12.8	.3
			Sal Mtn.	15,826			23.6	.3
			Little Horse	7,620			38.6	.6
			Napias	9,271			46.3	.7
			Oreana	7,406			36.9	.5
			Musgrove	8,223			28.6	.4
			Duck Peak	48,791			199.3	2.9
			Sheepeater	31,954			128.2	2.9
			Long Tom	21,633			59.2	.9

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS		SUITABLE FOR TIMBER PRODUCTION Ac	Standing MMBF	Bd. Ft. MMBF/YR
CHALLIS				Camas Creek	63,949		370	3.9
Frank Church-River of No Return Wilderness	782,255	Borah Peak	119,000	Taylor Mtn.	14,940		122	1.6
		Boulder-White Cloud	34,000	Lemhi Range	149,629		526	3.3
				Challis Creek	41,354	25,000	125	890 MBF/YR
		Pioneer Mtns. (Include Sawtooth Ac)	109,981	Squaw Creek	96,987		200	1.1
				Spring Basin	5,000		10	71 MBF/YR
				Greylock	12,605		30 MBF	-
				Loon Creek	106,758		215	1.5
				Seafoam	28,442		21 MBF	300 BF
				Grouse Peak	7,985		-	-
				Pahsimeroi	72,107	4,720	150 MBF	-
				Borah Peak	129,581		103.1	200 MBF
				King Mtn.	82,695	-	-	-
				Jumpoff Mtn.	13,337	-	-	-
				Hanson Lakes	13,719	20,000	-	low
				Red Mtn.	5,189	43,824	-	3.5
				Porphyry Peak	45,273	100	100 MBF	-
				Copper Basin	10,402	0	-	-
				Boulder-White Cloud	134,754	50,000	-	-
				Pioneer Mtns.	169,420	800	-	-
				Railroad Ridge	7,532	-	-	-
				Blue Bunch	7,472	3,500		low-mod
				Warm Creek	7,516	-	-	-
				White Knob	62,416			low
				Cold Springs	8,934			-
				Red Hill	14,274	0		-
				Wood Canyon	7,626	0		-
				Diamond Peak	72,239	9,000		.5

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION Ac	Bd. Ft. Standing Timber
SAWTOOTH				Black Pine	40,140		6 MMBF
Sawtooth Wilderness	217,088	Hanson Lakes	33,796	Burnt Basin	4,318	-	-
		White Cloud- Boulder	145,970	Sublett	8,456	-	0
		(include 6020		Mt. Harrison	26,017	7,100	low
		Ac-Challis)		Cache Peak	25,949	616	low
		Pioneer Mtns.	61,981	Loon Creek	3,237	(Challis)	
				3rd Fork Rock Ck.	14,016	1,800	-
				Cottonwood	11,854	1,220	-
				Lone Cedar	6,647	0	-
				Mahogany Butte	20,504	490	low
				Thorobred	5,834	low	-
				Smoky Mtns.	292,823	84,300	455 MMBF
				Hanson Lakes	35,594	25,000	-
				Huckleberry	8,067	-	-
				Pettit	2,029	1,123	-
				Buttercup	71,806	21,254	moderate
				Elk Ridge	9,790	0	-
				White Cloud- Boulder	297,591	6,200	low
				Pioneer Mtn.	116,450	(Challis)	
				Railroad Ridge	32,045	7,000	low
				Lime Creek	87,631	33,300	low-mod.

FOREST	ESTABLISHED WILDERNESS	PROPOSED OR RECOMMENDED FOR WILDERNESS		ROADLESS AREAS	Total Acres	SUITABLE FOR TIMBER PRODUCTION	
						Ac	Bd. Ft. MMBF/YR
CARIBOU		Worm Creek	16,000	Gannet Springs	19,700	1,121	.09
		Mt. Naomi	28,800	West Mink	21,100	490	.03
				Scout Mtn.	32,300	1,860	.186
				Toponce	17,060	1,895	.188
				Bonneville Peak	32,210	2,730	.185
				N. Pebble	6,100	800	.033
				Elkhorn Mtn.	44,770	575	.033
				Oxford Mtn.	43,100	950	.002
				Deep Creek	5,360	0	0
				Clarkston Mtn.	14,080	200	0
				Pole Creek	6,220	1,270	.530
				Caribou City	80,710	8,800	.490
				Stump Creek	100,965	8,405	.74
				Schmid Peak	9,650	5,359	.224
				Day Ridge	24,420	4,975	.211
				Huckleberry Basin	30,260	9,271	.423
				Sage Creek	16,810	6,633	.372
				Meade Peak	42,180	10,147	.580
				Hell Hole	5,830	60	0
				Telephone Draw	5,090	0	0
				Red Mtn.	13,240	65	0
				Soda Point	23,150	5,809	.572
				Sherman Peak	7,500	3,200	.93
				Stauffer Creek	7,860	3,540	.298
				Williams Creek	10,540	1,645	.406
				Liberty Creek	16,800	4,480	.519
				Mink Creek	16,300	2,830	.390
				Paris Peak	9,200	1,940	.272
				Station Creek	9,015	1,370	.211
				Worm Creek	41,565	6,480	.680
				Swan Creek	6,156	7,500	.266
				Gibson	8,500	4,900	.446
				Mt. Naomi	28,800	4,650	.40

Senator McClure. Thank you very much.
Mr. Robert Hitchcock.

STATEMENT OF ROBERT T. HITCHCOCK, PRESIDENT, EVERGREEN FOREST PRODUCTS, INC.

Mr. Hitchcock. Mr. Chairman, Governor Andrus, Senator Symms——

Senator McClure. Will you pull all three microphones directly over in front of you, please.

Mr. Hitchcock. I am Robert Hitchcock, president of Evergreen Forest Products. I appreciate the opportunity to testify in support of Senate 2055, an inventive wilderness and land allocation bill.

Evergreen Forest Products is a family-owned lumber company located at Tamarack, Idaho. Our sawmill uses about 40-million board feet of timber annually. We employ 85 people and spend more than $10-million each year for logging, payroll and other local goods and services. Our mill is almost entirely dependent upon the timber from the Payette National Forest.

Having just completed a major modernization program, our main concern about the future is whether or not we will be able to buy enough timber from the Payette Forest to keep the mill running at peak efficiency.

We hope that this bill and the new forest plan will lead to a strong and reliable timber sale program. There is no question that the trees are there to accomplish that objective.

As you know, we have taken a high-profile stand on the wilderness issue. December of 1987, we ran a series of newspaper ads stating our opposition to the designation of any more wilderness within the Payette Forest because 35 percent of the forest is already wilderness.

We also said that the designation of more wilderness should be preceded by a complete revision of the standard release language.

Our basic position remains unchanged. We believe that wilderness additions should be minimized, and the release language strengthened. However, we support S. 2055 even though it creates more wilderness on the Payette Forest and does not include stronger release language. Let me explain.

First, the proposed wilderness additions within the Payette are limited to the Secesh and Needles area where there is little commercial timber.

Second, we believe the special management areas proposed for the South Fork Salmon and the French Creek roadless areas will help reduce the controversy surrounding eventual development there. These places contain some of the best timber in Idaho and also important habitat for fish and game.

It has been been obvious for many years that logging in these areas would be highly contested, unless concrete assurances could be made that timber harvesting would not jeopardize the fish runs or the elk herds.

We think this bill provides a workable formula for responsible development of these areas.

Finally, we are satisfied that you share our view that new release language must be drafted. You have said that you will help develop legislation that provides permanence and protection for the federal timber base upon which companies such as ours depend. We believe that you will follow through on this commitment.

Given these circumstances, we believe that enactment of S. 2055 would be in our best interest.

However, it is also time for Congress and the Executive Branch to revise the laws and regulations which permit endless challenges of the forest management decisions made by the U.S. Forest Service. It is time to take the explosives out of the hands of the would be eco-terrorists who dominate the environmental groups. It is time to restore balance and fairness to the national forests.

After listening to the environmentalists talk about the South Fork and salmon runs, I would like to set the record straight. The problem with the salmon runs is that not enough juveniles make it to the ocean. Ninety percent of adults are caught off the coast. And the few that are left have to try and survive the dams. Sediment is the least of the problem.

Not only that, logging methods and concern for the environment have changed dramatically in the last 20 years. We have logged in the South Fork in the past five years with no detriment to water quality or fisheries.

Let's look at the future and not dwell on the past.

Thank you.

[The prepared statement of Mr. Hitchcock follows:]

Statement
of
Robert T. Hitchcock
Evergreen Forest Products, Inc.

before the
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate

March 11, 1988

Re: S. 2055, the Idaho Forest Management Act of 1988

I am Robert T. Hitchcock, President of Evergreen Forest Products, Inc., of Tamarack. I appreciate the opportunity to appear before you this morning in support of S. 2055, an inventive wilderness and land allocation bill drafted by Senator McClure and Governor Andrus.

The authors of this legislation must be commended for the time and energy they spent trying to move the wilderness issue closer to resolution. Everyone who has a stake in this debate owes Senator McClure and Governor Andrus a vote of appreciation for the effort which they made to work out a balanced state-wide wilderness bill. It is, in my opinion, a great stride forward.

Overview

For many months, Evergreen Forest Products has taken a high-profile stand on the wilderness issue. In a series of newspaper advertisements in December 1987, we outlined our opposition to the designation of any more wilderness within the boundaries of the Payette National Forest. We argued for this position by pointing out that 34.6 percent of Payette Forest is already wilderness, and that the capacity of these wilderness areas to accomodate visitors will not be exceeded for 150 years.

We also argued that the designation of any more wilderness should be preceded by a complete revision of the so-called "release language" which has been included within all recent wilderness bills. The standard release language is inadequate and does not provide a fair *quid pro quo* for the wilderness additions arising from the Second Roadless Area Review and Evaluation (RARE II).

Our basic position remains unchanged. We believe that wilderness additions should be minimized and the release language strengthened. However, we support S. 2055 even though it creates additional wilderness on the Payette and does not include stronger release language. Let me explain.

First, the proposed wilderness additions within the Payette National Forest are limited to two areas -- Secesh and Needles -- that contain little commercial timber. While we have yet to be convinced that the proposed additions are justified, their designation as wilderness should not change substantially the timber supply situation on the Payette.

Second, we believe that the special management areas proposed for the South Fork Salmon River and French Creek/Patrick Butte roadless areas will help reduce the controversy surrounding eventual development there. These two places contain some of the best-quality, highest-value timber in Idaho as well as important fish and wildlife resources. It has been obvious for many years that logging in these areas would be hotly contested, unless concrete assurances could be made that timber harvesting would not jeopardize the fish runs and the elk herds. We think S. 2055 provides a workable formula for responsible development of these areas.

Third, and finally, we are satisfied that both Senator McClure and Governor Andrus share our view that new national release language needs to be drafted. They have said, and we believe them, that they will help develop legislation that will provide permanence and protection for the federal timber base upon which companies such as ours depend.

Given these circumstances, we believe that enactment of S. 2055 would be in our best interest. The remainder of this statement will provide some important background information about Evergreen Forest Products and the Payette National Forest, and will lead to an explanation of how we have come to support the McClure-Andrus bill.

Background Information

Evergreen Forest Products

Evergreen Forest Products, is a family-owned lumber manufacturing company located at Tamarack, Idaho. Our sawmill processes approximately 40 million board feet (mmbf) of sawlogs annually. We employ about 85 people and spend over $10 million each year for contract logging, payroll, and other goods and services. Our Tamarack mill is almost entirely dependent upon timber from the Payette National Forest.

In early 1981, we began a program to improve the operating efficiency of our sawmill. This modernization program was the result of an extensive long-term planning analysis which we conducted in 1979. Our conclusion at that time -- which has since proven to be correct -- was that we had to update our mill and greatly expand capacity in order to remain competitive.

The core of this improvement program was construction of a state-of-the-art computer-assisted sawmill. In the first phase of construction, we built a facility to process small diameter logs, targeting for maximum utilization and recovery. The new "small log" mill was completed in 1982 and became fully operational in February 1983.

As part of our plan to reduce operating costs and increase revenues, in 1982 we also began building an electrical cogeneration plant. This facility burns wood waste from the lumber manufacturing process to produce steam for the lumber kilns and the generation of electricity. The cogeneration plant was completed in 1983 and has been working successfully since that time.

In early 1984, we initiated the second phase of the modernization effort. Additional equipment was installed in the new sawmill to process larger logs and to take full advantage of the advanced computerized resaw and lumber sorting facilities of the new mill.

The third and final phase of our improvement program -- installation of a new planer and increased dry kiln capacity -- is nearly complete. I am proud to report to you that our facility at Tamarack is now one of the most efficient in Idaho.

The Payette National Forest

Our only concern about the future is whether or not we will be able to buy enough timber from the Payette National Forest to keep the Tamarack mill operating at peak efficiency. We hope that enactment of this bill and implementation of the Payette Forest Plan will lead to a strong, reliable timber sale program. There is no question that the trees are there to accomplish that objective.

The Payette Forest contains 2,295,800 acres of land. Non-forest and land withdrawn from timber production total 943,900 acres. The remaining 1,351,800 acres were analyzed during preparation of the forest plan to determine timber suitability. This analysis showed that 8,200 acres were physically unsuitable and 494,100 acres were unsuitable due to reforestation problems. The remaining 849,600 acres were classified as tentatively suitable.

The net sawtimber volume inventoried on the tentatively suitable land was 9.433 billion board feet, with *actual* annual growth estimated to be 115.2 million board feet. The Payette Forest's *potential* timber growth, on the other hand, was estimated to be approximately 200 mmbf per year. The reason for the discrepancy is that most of the timber stands on this forest are over-mature and are thus growing at less than one half of their potential. [Some 566,100 acres -- 67 percent of the tentatively suitable land -- are stocked with trees that are either mature or over-mature.]

As part of its "benchmark analysis," the planning team from the Payette Forest estimated the maximum volume of timber that could be produced on a long-term sustained-yield basis from the lands classified as tentatively suitable. It was determined that at least 150 mmbf of timber could be produced annually while providing basic protection of soil, water, and fish and wildlife resources. However, the Forest Service proposes to dedicate some of that land to other uses, thereby limiting the proposed timber sale program to a range of 70 to 75 mmbf. (See Figure 1 on the next page.)

We have argued repeatedly that the Final Payette Plan should make more timber available for sale. It is outrageous that as much as half of the available supply will go to waste. The Forest Service knows that timber demand in this area is elastic; the local mills can, and will, purchase as much good-quality timber as is offered for sale.

Wilderness and Roadless Areas

Congress has, on two prior occasions, set-aside land within the boundaries of the Payette National Forest as wilderness (24,000 acres in Hells Canyon, and 770,000 acres in the Frank Church - River of No Return Wilderness). In addition, 21 roadless areas totalling 945,000 acres were reevaluated for wilderness during preparation of the Payette Forest Plan. Two of the areas -- Needles and Secesh -- were recommended by the Forest Service for wilderness designation. Together, these two areas encompass 199,952 acres of land, *bringing the total area designated or recommended for wilderness to approximately 970,000 acres, or about 43.1 percent of the Payette Forest.*

Projections of wilderness use made by the Forest Service indicate that the capacity of the existing wilderness areas to accomodate visitors (without degrading appreciably the "wilderness experience") will not be exceeded for at least the next 150 years.

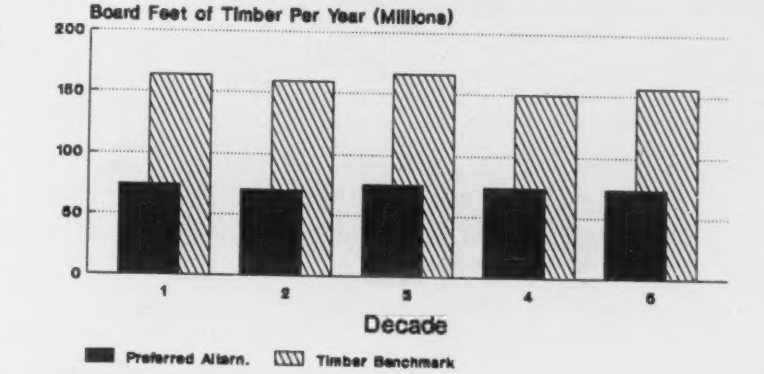


Figure 1.
Potential Future Timber Sale Levels*
Payette National Forest

Source: Draft Payette Forest Plan (Table II-T7, page II-45)

* With Minimum Management Requirements

Given these facts, one would assume that roads will be built and timber sold in most, if not all, of the remaining roadless areas. Unfortunately, that is not the case. Instead, the preferred alternative outlined in the draft Payette Forest Plan would keep most of the existing roadless areas in an unroaded condition *forever*. That is the principal reason why the volume of timber planned for sale during the next 50 years will only be about one half of the maximum volume which could be sold.

The charts displayed on the next two pages vividly demonstrate just how little of the existing roadless areas will ever be roaded (assuming that the Final Plan is similar to the Draft Plan). Figure 2, shows the miles of road which the Forest plans to build per year on the Payette National Forest during each of the next five decades, and Figure 3 shows how the Payette Forest would be managed should the preferred alternative in the Draft Plan be implemented.

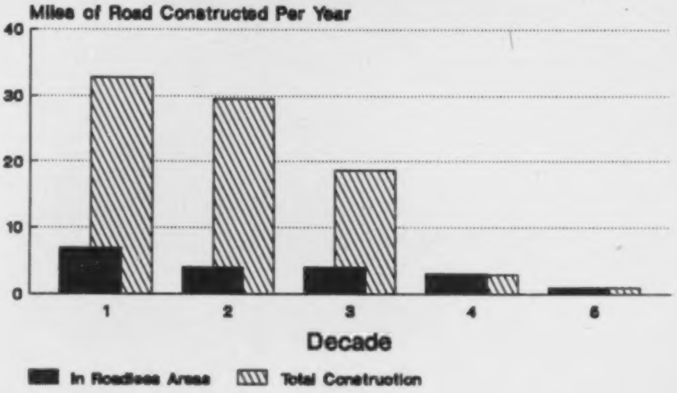
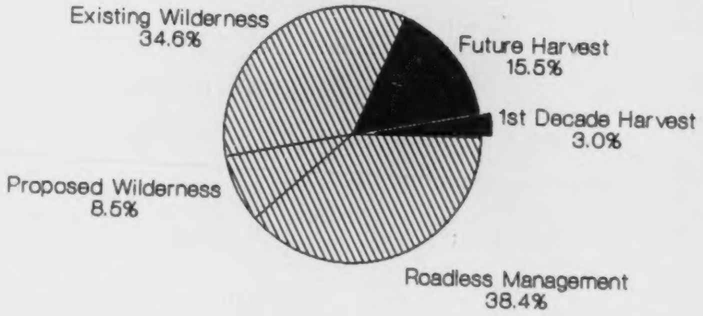


Figure 2.
Future Road Construction
Payette National Forest

Source: Draft Payette Forest Plan

Figure 3.
Proposed Land Uses
Payette National Forest



Source: Draft Payette Forest Plan

Summary

Before discussing how our position has changed with respect to the wilderness issue, it is useful to summarize the situation which we faced when the negotiations between Senator McClure and Governor Andrus began:

- More than a third of the Payette Forest was already wilderness.
- The draft Payette Forest Plan, released in late 1985, called for the establishment of 200,000 acres of additional wilderness.
- The draft Plan also proposed a timber sale program that did not adequately consider the needs of local mills (especially in light of Evergreen's increased raw material requirements resulting from our modernization effort).
- It appeared that only a tiny fraction of the existing roadless acreage would ever be developed, thus eliminating all opportunity to increase substantially the volume of timber sold from this national forest.

- However, every decision to sell timber or build roads within the few roadless places that the Forest Service *did* intend to develop (such as French Creek/Patrick Butte area) was being challenged by environmental and wildlife interests. (Such challenges continue to this day.)

- The wilderness proposal of the Idaho Wildlands Defense Council called for the establishment of a huge "Payette Crest Wilderness," *including roadless portions of the French Creek/Patrick Butte and South Fork Salmon River areas where the Forest Service plans to sell timber eventually.*

We were faced with the possibility that the convergence of these forces would result in a significant reduction of the Payette timber program, and we became concerned that we would not be able to obtain enough sawlogs to operate our sawmill at top efficiency. That is why we decided it was necessary to speak out on the wilderness issue.

Our Original Position

In December 1987, Evergreen Forest Products sponsored a series of advertisements in the *Idaho Statesman* and the *Star News* entitled, "Where We Stand on the Wilderness Issue." Our position, as spelled out in those advertisements read as follows:

> "Evergreen Forest Products opposes the designation of any additional wilderness within the Payette National Forest, because:
>
> - A total of 794,000 acres (34.6 percent) of the Payette Forest has already been set-aside as wilderness.
>
> - Major portions of two world-famous wilderness areas, Hells Canyon and the Frank Church - River of No Return lie within the boundaries of the Payette National Forest. However, the recreation use of these unique wilderness areas is less than three percent of capacity.
>
> Given these facts, those who advocate an increase in the amount of wilderness within the Payette National Forest must prove beyond a shadow of a doubt that additional wilderness would benefit the public. They cannot do that. There is no evidence that more wilderness is needed.
>
> Many preservationists see wilderness as the only 'solution' for places -- such as the French Creek/Patrick Butte area -- where there are potential conflicts between timber harvesting and other resource issues. We do not agree. We think that wilderness designations should be limited to those few areas where wilderness is the best use of the land.
>
> Congress established the National Wilderness System to preserve a part of the vanishing frontier. However, like national parks, wilderness areas are supposed to have distinctive features, uncommon characteristics, and national significance. The massive Payette wilderness proposal advanced by Idaho environmentalists does not meet those tests.

"Even if we become persuaded that more wilderness is justified, we will oppose any Idaho wilderness bill until balance and fairness have been restored to the process of allocating national forest land among competing uses. We have no other choice. The timber base of the Payette National Forest is under serious attack.

The same people who want to see more wilderness designated on the Payette Forest also object to timber sales and access road construction. They do not want balanced forest management; they want it all their way.

Congress must respond to this problem. Language must be included within the Idaho wilderness bill to make it clear that timber management shall receive top priority in places where growing trees for wood products is the best use of the land.

The timber base of the Payette National Forest (which is about half the size of the existing wilderness areas) should have legal protection equivalent to that which wilderness enjoys:

Wilderness is permanent. It takes an act of Congress to designate a wilderness area, and it would take another act of Congress to remove an area's wilderness designation. Thus, for all intents and purposes, wilderness is permanent.

Wilderness activities cannot be challenged. Because wilderness is protected by law, management decisions which are consistent with the Wilderness Act cannot be challenged by appeal or litigation.

The time has come for a return to balance and fairness. The time has come to make the timber base of each national forest permanent and to protect timber related activities from frivolous challenges.

We hope that Senator McClure and Governor Andrus will produce a bill which treats wilderness and non-wilderness lands equally. If they cannot agree upon language that provides permanence and protection for Idaho's working forests, then we are better off with no bill at all."

Where We Stand Now

The McClure-Andrus bill has altered somewhat our position on the wilderness issue.

The uncertainty which has lingered over the allocation of the roadless areas identified in RARE II has, indeed, been detrimental to the forest products industry in Idaho. We agree with the sponsors of S. 2055 that the time is right to end this uncertainty by enacting an Idaho wilderness bill.

However, it is also time for Congress and the Executive Branch to revise the laws and regulations which permit endless challenges of the forest management decisions made by the U.S. Forest Service. It is time to take the explosives out of the hands of the would be eco-terrorists who dominate the environmental groups. It is time to restore balance and fairness to the national forests.

We will not, however, insist that the changes to the release language be made in this bill. We are satisfied with the commitments we have received from both Senator McClure and Governor Andrus to work with us on a stronger release concept, one which would apply to other western states as well as Idaho.

In our own backyard, we believe that the language in S. 2055 relating to the South Fork and French Creek Special Management Areas will help ensure that timber is harvested in these places. This is a fair *quid pro quo* for the wilderness designations being proposed for the Secesh and Needles areas.

As long as these two elements of the bill are joined together, we will be better off than we are presently. The special management area provisions should make our timber base more secure, and that, in turn, means that we can worry less about the proposed wilderness additions.

[We are still studying the special management provisions. When the hearing in Washington, D.C. is held, we will provide the Committee with a detailed assessment of this language.]

In closing, let me again express my appreciation to Senator McClure and Governor Andrus for trying to bring the wilderness debate in Idaho to an end. While I expect that the road ahead will be a bumpy one, I agree that it is time to put this issue behind us.

* * *

Senator McClure. Thank you.
Clair Miles.

STATEMENT OF CLAIR MILES, DIRECTOR, IDAHO MINING ASSOCIATION

Mr. Miles. Thank you, Senator McClure, Senator Symms, Governor Andrus and other members of the committee.

My name is Clair Miles, and I'm a director of the Idaho Mining Association and president of Western States Equipment Company.

I am here today to represent, first of all, the position of the Idaho Mining Association on the Idaho Forest Act; and secondly, the position of our company.

It is the present policy of the Idaho Mining Association to remain neutral on the act, in deference to the efforts of Senator McClure and Governor Andrus and their opinion that this bill represents the best opportunity for input from state-elected officials at a national level.

However, the Idaho Mining Association does not believe it is sound public policy to remove large blocks of public land from future exploration or development for mineral resources.

In 1987 mining contributed $270-million worth of raw minerals to Idaho's economy, and the added value of chemical and mineral processing within Idaho resulted in additional products valued at $430-million. The mining and exploration companies employ 5,000 people, and the support businesses attached to the industry provide another 7,500 jobs.

We are one of the companies included in the latter category.

However, unlike the Idaho Mining Association, it is our position that any additional wilderness acreages is unsound policy. We also believe that roadless lands should be opened to multiple use.

The long-range health and stability of Western States Equipment will be affected by the Act.

We presently serve 38 counties in Idaho, 11 counties in eastern Washington, 10 counties in eastern Oregon and 2 counties in western Wyoming. In an area that exceeds the size of New York, New Jersey, Connecticut, Rhode Island, Maryland, Massachusetts, Delaware and the District of Columbia combined, we serve only two cities whose populations legitimately exceed 100,000 people: Boise, Idaho and Spokane, Washington.

Thirty four percent of our total business is tied to the Idaho mining industry. Twenty eight percent of our business is tied to the forest products industry.

In the area we serve, we generate $3.7-million in local, state and federal taxes.

We have an annual payroll in excess of $8.5-million, $5-million of which is paid to Idaho employees.

In 1987, five of our major competitors declared bankruptcy, four of these companies were in Idaho. We believe there will be more casualties in 1988 and 1989.

Over the last decade, there has been a general decline in all major categories of our business. In the meantime, the city, county, state and federal governments continue to expand their services and continue to insist that more tax revenue is necessary to pay for these services.

They're right. For example, ten years ago, the cost of a single graded and paved mile of highway cost $1 million. Today, those costs are approximately $2-million.

We are in serious trouble in this state. We are poor, and we are getting poorer. We are losing jobs and viable businesses at a time when our elected officials tell us we need better highways, better schools, raises for public employees and aid for abused children. I don't disagree, but I am very interested in learning more about how we are going to pay for these things.

In the meantime, the true wealth of this state, its natural resources, may be locked up at a crucial stage in our economic development.

Every state hopes to establish a broad-based, diversified economy. And someday Idaho may have one. But it will be well into the next century before this happens, if it happens at all. In the interim, Idaho must be allowed to make the transition from a resource-based economy to a service related or high technology economy with some regard to the real world. The real cost of this bill will be the loss of tax revenues and employment opportunities.

In the final analysis, it will be the resource-based industries that provide adequate hourly wages that can provide true discretionary income. The wages of bartenders, telemarketers, raft operators, waitresses and seasonal outdoor guides will not fuel the economy of this state.

The State of Hawaii, famous for its tourist industry, still only generates a little over three of every ten dollars in its gross economy from visitors. How many tourists will it take to replace the tax revenues and jobs provided by companies like Western States Equipment Company?

As a state, we will be far better off to direct our attention and efforts towards strengthening our existing resource companies and capitalizing on even more of our natural resource opportunities.

The Governor of this state was quoted in a 1987 Wall Street Journal article as saying that he doubted that "We'll ever see the kind of resources boom we've experienced before." We hope that this does not become a self-fulfilling prophecy for Idaho, since our information indicates that Idaho could very well be the location for a number of large-scale, long-term mining projects.

In my opinion, it will be the jobs and tax dollars produced by these projects and other natural resource industries that will pay for our state services over the course of the next 30 years.

Thank you.

Senator McClure. Thank you.

Jack Lemrick.

STATEMENT OF JACK LEMRICK, NORTHWEST TIMBER WORKERS RESOURCE COUNCIL

Mr. Lemrick. Governor Andrus, Senator McClure, Mr. Symms, I am here speaking for the Northwest Timber Workers Resource Council. It's a group of about 2,500 men in the lumber industry.

We're real concerned about this bill because of loss of jobs. In the past ten years we've lost three mills here in Idaho, one at McCall, Boise and the one at Emmett. And we've lost several shifts at Council and Horseshoe Bend. This is really devastating to a small community, as I'm sure you're aware.

In the Payette National Forest, you have 53,000 acres more proposed than the Forest Service land. And all of this relates to our getting timber from the woods.

The Red Mountain timber—or the Red Mountain—Excuse me—wilderness area there has some very high value timber sales, and it's been logged in there. We've had previous activity. That is just another small segment of what we would like to see dropped.

You want a compromise in this bill, and I think we sat down and really tried to compromise without losing any more jobs. You know, I mean shifts being curtailed and loss of people. And I hope you'll take our submitted statement here and go over it very well.

We appreciate all your efforts. Thank you.

[The prepared statement of Mr. Lemrick follows:]

IDAHO FOREST MANAGEMENT ACT OF 1988

Mr. Chairman, members of the committee and guests my name is Jack Lemrick. I have been a resident of Idaho for 35 years, married for 25 years and I have two children. I have worked in the timber industry most of my working life.

I represent an organization called the Northwest Timber Workers Resource Council representing several thousand workers in Idaho, Oregon and Washington. Our main goal is timber supply for our mills to achieve economic stability in our communities and also multiple use of our lands.

Timber supply issues have caused several curtailments over the last ten years. In Southwest Idaho alone, mills have been shut down in McCall, Boise and Emmett. Most recently, in 1985, shifts were taken off mills at Council and Horseshoe Bend resulting in the loss of many jobs in our industry with a severe impact on our communities and state.

We oppose the proposed wilderness legislation for the following reasons, all of which may impact employment:

1. On the Payette National Forest, the bill proposes 53,000 more acres of wilderness than the forest plan recommends. This may reduce allowable harvest levels. We would like to see the wilderness areas in this bill reduced to the same acreage as the Payette National Forest proposed wilderness acreage.
2. We are opposed to the proposed special management language on the South Fork Salmon River corridor because it stops commercial activity, including log hauling. Without the ability to haul forest products, this area becomes a wilderness for all intents and purposes.
3. The Bill contains no specific implementation language in areas released from wilderness designation. The Boise and Payette National Forests

contain several roadless future timber sales. We feel there should be implementation language, directing the Forest Service to a certain amount of timber sales sold annually without the threat of appeals.

4. The Bill contains no specific implementation language in the South Fork Salmon River and French Creek/Patrick Butte special management area. We feel like this Bill needs some special implementation language in these areas to provide an annual supply of timber sales from these areas.
5. The Southwest corner of the proposed Red Mountain Wilderness Area contains substantial high value commercial timber. In addition, portions of this area have already been roaded and logged. Wilderness boundaries should be redrawn excluding this area.

In closing, I would like to submit to this committee a copy of a petition having 1,341 signatures from people who support my position on this Bill. Copies of this petition have been sent to Idaho's Governor and Congressional delegation.

Senator McClure. Thank you.
Patricia Holmberg.

STATEMENT OF PATRICIA J. HOLMBERG, PRESIDENT, INDEPENDENT MINERS ASSOCIATION

Ms. Holmberg. Thank you, gentlemen, for the opportunity to testify here. I am here representing the Independent Miners Association. I am their president.

The Independent Mining Association wishes to go on record in total opposition to any more wilderness in the State of Idaho. The removal of our productive land creates a tremendous negative impact on the industies of Idaho.

The clothes you wear, the cars you drive, the house you live in, the food you eat and even the tools you eat with and the paper you write on, all of these are products of Idaho's primary industries, agriculture, timber and mining.

If you are willing to go without these things, then we are willing to go without our livelihood.

Believing that most people have no conception of the 4-million acres of wilderness already existing in Idaho, I would also like to point out a simple relative formula. If you gave every man, woman and child in this United States 625 square feet of wilderness in Idaho, you would still have more than 700,000 acres of left over.

We believe this is too great a conservation burden to expect the people of Idaho to assume.

In the last wilderness battle in this state, a hard fought battle left the "overbellied cherry stem" free of the proposed wilderness. In that narrow strip of land now exists two working mines and one more to start this spring. These mines will employ 540 people and produce 165,000 ounces of gold annually.

These mines pay a 34 percent federal tax and a 7.7 state tax on income, and a personal property and Idaho mine license tax.

Across the Salmon River to the north at Dixie, another mine is opening on the Robinson Dike, which will employ 65 miners plus all the support staff.

Billiton, Glamas, Buffalo Gold and Amir are other major mining companies working in the area. Between the two areas, a total of about 40 air miles, lie the proposed Secesh Wilderness and the South Fork special managment area. Every indication is that you would be withdrawing valuable mineral lands.

All of these mines have been discovered by independent miners who are or whose families are members of our organization. I believe that there is no large-scale mining operations in the Continental United States that was not discovered first by a small miner.

Another concern of ours is access and protected rights under the language in this or the last wilderness bill. We have Assarco in the Cabinet Wilderness area in Montana doing core drilling to determine values and then mining.

In Idaho, we have a claimant named Jim Collard who has spent $75,000 and six years trying to get a plan of operation approved in the Frank Church River of No Return Wilderness. Many others are having similar difficulties.

We, the little guy, have to spend all of our mining money trying to convince the agencies that regulate us that we have rights, too. Our valid rights are invalid until we have our day in court. It seems their purpose is to make us an endangered species on federal lands.

There are 78,000 mining claims in Idaho, with 14,062 claimants. And a great many of these are in the proposed wilderness and special management areas.

We have not had our rights under the 1872 mining laws clearly protected in the past wilderness bill, nor do we in this one. Don't lock away all of our natural resources. Enough is enough.

Thank you.

[The prepared statement of Ms. Holmberg follows:]

Independent Miners Association
Box 7042
Boise, Idaho 83707

March 11, 1988

IDAHO FOREST MANAGEMENT ACT (SENATE BILL 2055)

Testimony of Independent Miners Association

The Independent Miners Association wishes to go on record in total oposition to any more wilderness in the State of Idaho. The removal of our productive land creates a tremendous negative impact on the industries of Idaho. The clothes you wear, the cars you drive, the house you live in, the food you eat, and even the tools you eat with and the paper you write on, all of these are products of Idaho's primary industries, agriculture, timber, and mining. If you are willing to go without these things, then we are willing to go without our livelihood.
Believing that most people have no conception of the 4.0 million acres of wilderness already existing in Idaho, I would also like to point out a simple relative formula:if you gave every man, woman, and child in this United States 625 square feet of wilderness in Idaho, you would still have more than 700,000 acres left over.* We believe this is too great a conservation burden to expect the people of Idaho to assume. In the last wilderness battle in this state a hard fought battle left the "Oberbillig Cherry stem" free of the proposed wilderness. In that narrow strip of land now exist 2 working mines and one more to start this spring. These mines will employ 540 people and produce 165,000 ounces of gold annualy. These mines pay a 34% federal tax and a 7.7% state tax on income, and a Personal Property and Idaho Mine License Tax.**

*Based on 1985 census projection.

**Please see attached 2 page information sheet provided by the above mentioned mines.

Across the Salmon River to the North at Dixie another mine is opening on the Robinson Dike which will employ 65 miners plus all the support staff. Billiton, Glamas, Buffaloe Gold, and Amir are other major mining companies working in the area. Between the two areas, a total of about 40 air miles, lie the proposed Secesh Wilderness and the South Fork special Management Area. Every indication is that you would be withdrawing valuable mineral lands. All of these mines have been discovered by Independent Miners who are or whose families are members of our Organization. I believe there is no large scale mining operation in the continental United States that was not discovered first by a small miner.

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Patricia J. Holmberg, President
Independent Miners Association

WRITTEN TESTIMONY CONCERNING SENATE JOINT MEMORIAL NO. 111
TO BE PRESENTED BY SENATOR NORRIS J. HYDE
SUBMITTED FEBRUARY 26, 1988

The following comments are provided for consideration by Coeur d'Alene Mines Corporation, Pioneer Metals and Hecla Mining Company:

* The Thunder Mountain Mining District includes approximately 10,500 acres of patented and unpatented mining claims.

* The area was excluded from the Frank Church Wilderness due to existing and potential mining development.

* The Stibnite Mining District has a long history of mineral resource development involving antimony, tungsten and gold and silver production.

* The Sunnyside Mine and cyanide heap leach facility (operated by Coeur d'Alene Mines), involves 1.8 MT of gold-silver ore averaging 0.1 oz./T. The project is a $14 million facility, which has operated since 1986. Production averages 25-30,000 oz. gold, annually. Ongoing evaluation and permitting at contiguous Lightning Peak presents a development potential of an additional 2.7 million tons (1.0 million proven). Reserve estimates for the nearby Dewey Mine have indicated 1.43 million tons at 0.13 oz/T. Other estimates for the district range up to 30 million tons of commercially recoverable ore.

* Coeur d'Alene Mines Corporation received the Pacific Northwest Pollution Control Association Industrial Award for 1987.

- Both Pioneer Metals and Hecla Mining Company currently have operations at nearby Stibnite. Production is estimated at 30-35,000 oz. gold, annually. The Hecla Yellow Pine Sulfide Project, which is currently in the feasibility stage, would involve development of nearly two (2) million oz. of gold over a 15-year period.

- Employment is as follows:

  - Coeur employs 40; wages $700,000 (annually)
  - Coeur supplies and services = $1.1 million (annually)
  - Argee (mine contractor) employs 76; wages $1.1 million (annually)
  - Supplies and services = $2.3 million (1987)
  - Paid to mine contractor by Coeur = $4.8 million (1987)
  - Taxes = 34% federal; 7.7% state
  - Estimated economic multiplier = 1.8
  - Of 116 employed, 90 are Valley County or Idaho residents

- The Pioneer Metals Stibnite Project involves similar economic parameters. The Pioneer and Coeur projects combine to account for approximately $20.8 million annually in wages, supplies and services, not including the multiplier effect. Together, the Thunder Mountain and Stibnite projects currently employ about 240 people. Federal and state tax contributions involve a 34% federal tax and a 7.7% state tax on income, and a Personal Property and Idaho Mine License Tax.

- The Hecla Yellow Pine Sulfide Project, as currently planned, will involve construction of a $120 million facility at Stibnite/Cascade, employing about 300 people. Annual production of more than 100,000 oz. of gold, for the next 15 years is anticipated.

Senator McClure. Thank you.
Skip White.

STATEMENT OF H.W. "SKIP" WHITE, EXECUTIVE SECRETARY, ASSOCIATED LOGGING CONTRACTORS, INC.

Mr. White. Senator and Governor, my name is H.W. "Skip" White. I'm the executive secretary for the Associated Logging Contractors of Idaho. We appreciate the opportunity this morning to offer a statement on the Idaho Forest Management Act of 1988.

First off, I would like to congratulate you and your staff and the Governor and his staff on the very obvious and diligent effort that has been made to provide an answer once and for all to the longstanding controversy concerning additional wilderness lands for the State of Idaho.

We in the Associated Logging Contractors of Idaho are no strangers to this long-term controversy, as we have been involved for several years with the wilderness question, as well as the forest plan process.

Within the past year, we have provided you and your staff, as well as the Governor and his staff, copies of maps that were developed by our people who live and work throughout the great State of Idaho in the logging industry.

In total, our maps recommended to you and the Governor 878,000 additional acres that we felt would be suitable for consideration. Obviously the Idaho Forest Management Act encompasses 1.2 million plus acres for immediate inclusion, with several other special management areas that may or may not be included in the wilderness sometime in the future.

We do not totally agree with the acres that you presently are including, and certainly disagree with some of your special management areas, which I understand will be included or will be considered in the future for possible additions to the Idaho wilderness acres.

I remind you that Idaho started with over 4-million acres already in wilderness, and so we are in the process of winding up with over 5-million acres in wilderness and the possible addition of other special management areas somewhere downstream.

We probably reluctantly accept your recommendation for wilderness if, one, they stop at the 1.2 million, and if the proper release language were present in the legislation that you are now considering.

We find it disappointing that so-called proper release language is not included in the present legislation.

Proper release language, in my view, is absolutely necessary. Proper release language, in my estimation, would allow for the inclusion of wilderness as described in the legislation without any further consideration, and also would allow for multiple-use activity in the areas set aside for multiple-use activity, notwithstanding the fact that whatever activities occur in the multiple-use areas will have to abide by and answer all of the present restraints that are provided by other legislation.

In other words, if it is good for wilderness, it should also be good for the multiple-use areas.

Again, I thank you for this opportunity and stand ready and willing and hopefully able to answer any questions that you or your staff or members might have of me.

Thank you.

Senator McClure. Thank you very much. The attachments will be made a part of the committee file.

Mr. Bender. Thank you.

Senator McClure. And, Mr. Lemrick, the petition which you have submitted, together with your testimony will be placed in the committee file.

Mr. Lemrick. Thank you.

Senator McClure. I think that completes our panels this morning. We will recess briefly. But before doing so, I want to remind those who are at the first of the list for this afternoon's session, please be here when we reconvene so that we may hear the testimony.

I'll give the first group: Janet Ward, Lois Van Hoover, Earnest Lombard, Tom Hovenden, Dick Trudeau, Richard Linville, Wayne Delamotte and Earl Putman. The first eight on the list will be the first to be heard following the recess. And I hope those people will be here and able to go.

We will recess for 45 minutes to the hour of 12:45.

Mr. White. Senator, may I request that you add maps and our recommendations to the permanent record as well. We do not have them today. They were provided to you before.

Senator McClure. They'll either be made a part of the record or placed in the committee file. We can't reproduce the maps very well.

Mr. White. Thank you, Senator.

Senator McClure. Thank you all very much.

[Whereupon, at 11:56 a.m. the hearing was recessed for lunch.]

AFTERNOON SESSION

Senator McClure. As you may note, we have rearranged the witness table during the noon hour, and now we have room for six at the witness table. Hopefully it will work better for the reporter and perhaps for the witnesses and the television cameras as well.

The first six will be Janet Ward, Lois Van Hoover, Ernest Lombard, Tom Hovenden, Dick Trudeau and Richard Linville. If those persons are present, will they please come forward and take seats.

Immediately following them we will hear from Wayne Delamotte, Earl Putman, Bill Villers, Mel Quale, Tim Teater and John Barringer, if those witnesses will please be prepared to take seats very quickly.

Our first witness Janet Ward.

STATEMENT OF JANET WARD, IDAHO DIVISION, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

Ms. Ward. Senator McClure and Governor Andrus, I am testifying on behalf of the Idaho Division of AAUW.

Senator McClure. Can you pull the microphone a little more in front of you? Both of them, please. Thank you.

Ms. Ward. That takes up my minute and a half.

The Idaho Division of AAUW, who has approximately 550 members in 16 branches, passed this resolution at the winter board meeting, February 7th, 1988.

Essentially we still favor the Kostmayer bill, House Bill 1512, but we will consider Senate Bill 2055 if it were amended to increase certain areas, such as the Heritage Cedar Grove in the Mallard-Larkins and the White Clouds to at least the national forest proposal.

Include additional areas: Rapid River, Lemhis, Grandmother Mountain Fish and Hungry Creek in the Pahsimeroi.

Eliminate language dictating Forest Service management on non-wilderness land. We prefer to rely on the Forest Service planning process which has periodic review and public involvement.

And eliminate special management areas accommodating ORV use, such as Lime Creek, the Smokies. And we have a special concern about the Trinities. The ORV corridor that is cut to Sheep Creek via Smith Creek Lake is of special concern. The terrain is steep, often muddy as it curves around Upper Smith Creek Lake—or Smith Creek. And I have seen motorcycles marred in the mud there and churning the trail to an impassible mess. I think that is inappropriate.

Thank you for the opportunity to present our views.

[The prepared statement of Ms. Ward follows:]

American Association of University Women

Environmental Network
Mountain Pacific Region
1910 Manitou
Boise, Idaho 83706

FOR THE HEARING RECORD

The Idaho Forest Management Act of 1988:S.B. 2055
Hearing in Boise, Idaho March 12, 1988
Testimony of the Idaho Division of AAUW presented by Janet Ward

The Idaho Division of AAUW, which has approximately 550 members in 16 Branches, passed this resolution at the winter board meeting February 7, 1988:

While we recognize the need to resolve the roadless area vs. wilderness dispute, we are very concerned about the lack of public involvement and the arbitrary and seemingly inflexible positions of Senator Mc Clure and Governor Andrus.

S.B. 2055 does have some fine aspects: it includes Long Canyon and the Great Burn, which is the one area identified by the Idaho Department of Fish and Game as most needing wilderness protection.

However, we still favor the Kostmayer Bill, H.B. 1512. We would consider S.B. 2055 if it were amended to:

1) increase certain areas: a. include the Heritage Cedar Grove in the Mallard-Larkins, and b. increase the White Clouds to at least the Sawtooth National Forest proposal, about 250,000 acrea.
2) include additional areas: a. Rapid River, 55,000 acres.

   b. Lehmi's, 275,000 acres. c. Grandmother Mountain, 20,000
   d. Fish and Hungry Creeks, 60,000 acres. and e. Pashimeroi
   62,000 acres.
3) eliminate language dictating Forest Service management on non-wilderness lands: eg. this bill dictates an allowable cut of at least 40.5 million board feet on the Bonner's Ferry Ranger District. We prefer to rely on the the Forest Service planning process which has periodic review and public involvement.
4) eliminate special management areas accomodating ORV use: eg. Lime Creek and the Smokies. The Trinities ORV corridor which cuts over to Sheep Creek via Smith Creek Lake is a special concern. The trail is steep and muddy as it crosses the headwaters of Smith Creek. I have seen motorcycles mired in the mud and churning the trail to a impassable morass.

Thank you for the opportunity to present our views.

Janet Ward

Senator McClure. Thank you.

Governor Andrus. Thank you.

Senator McClure. Lois Van Hoover.

STATEMENT OF LOIS VAN HOOVER, INDEPENDENT MINERS ASSOCIATION

Ms. Van Hoover. Good afternoon. I'm Lois Van Hoover from Yellow Pine, Idaho. I've heard a lot of talk about tourism being the magical cure for the economical situation in the State of Idaho.

The quality of life in Idaho cannot survive on mininum wage jobs. We must have our higher. paying industries.

It is said that this land belongs to the nation. But in a state that is approximately 70 percent government owned, we do need to be concerned, because we do count on the resources and the multiple use to earn our livings.

I am opposed emphatically to any more wilderness.

Thank you.

Senator McClure. Thank you.

Did you drive down today?

Ms. Van Hoover. Yes, I did.

Senator McClure. Over the South Fork road?

Ms. Van Hoover. Yes. [Laughter.]

Senator McClure. Earnest Lombard.

Governor Andrus. Ernie testified earlier this morning, Senator.

Senator McClure. Tom Hovenden.

STATEMENT OF TOM HOVENDEN

Mr. Hovenden. Senator McClure, Governor Andrus, I am a resident of Ada County, and I appear here today representing myself as a private citizen.

I have serious doubts about all of the Idaho land that is being dedicated to wilderness management for the benefit of a very small percentage of the people. I will always question single purpose management of wilderness as it is now perceived. We deny many of our technical advancements to this valuable land.

When do we have enough such land? We now have about 4 million acres already so designated. This present compromise adds 1.4 million acres to the total. How much land is that?

Let us visualize it in another manner. The latest census on agriculture that is available to the State Tax Commission is dated 1982. It shows that we have about 3.4-million acres of irrigated farm ground in Idaho. As you drive or fly across the state, take a good view of all this land, and then you can visualize that we will have about 58 percent more wilderness than the irrigated land once this current action is taken.

I must compliment the authors of the current proposal. You have added those lands that are just naturally wilderness by their very makeup. But I must also ask why you did not make this the final concession to this form of limited single purpose land use.

I say "right on" with the proposal you have, provided that you release all the other wilderness study and roadless lands back to the people of Idaho.

I appreciate the opportunity to be here.

Senator McClure. Thank you.

Governor Andrus. Thank you, Tom.

Senator McClure. Dick Trudeau.

STATEMENT OF DICK TRUDEAU

Mr. Trudeau. Governor, Senators, my name is Dick Trudeau. I live in Eagle, Idaho. I would like to speak out against more wilderness in the State of Idaho.

Those in favor of more wilderness in our state are driven by more motives than they are willing to admit. I refer to their desire to drive the vast majority of the public from public lands in order to have it all for themselves.

I have known people who can sit shoulder to shoulder with 10,000 other people at a crowded basketball game and be happy as a lark. But if you observe them in the backcountry, they get irritated as heck of another person's anywhere near them.

While backpacking and cross-country skiing, I have repeatedly been shunned by other backpackers and cross-country skiers. This isn't because they're normally unfriendly. They simply can't stand the thought of sharing the backcountry with somebody else.

Let me cite another example of the frame of mind I'm trying to describe. The December 8th, 1987 issue of the Idaho Statesman includes a full-page article on the Gospel Hump wilderness area in central Idaho. The article promotes a cross-country ski lodge built on public land in or near the wilderness area.

To quote the article, "The Gospel Hump wilderness area is about 200,000 acres, and it's contingent with other wilderness which makes it the largest concentration of wilderness in the lower 48 states, says Roger, a 44-year-old log cabin building.

"As far as we know, we're the first people to ever have used this area in the wintertime."

We know Roger is wrong, don't we, Senator?

His 200,000 wilderness area used to include a popular snowmobile trail. The snowmobilers were banded from that area when it was designated as wilderness.

Roger goes on to say, quote, "The isolation is the neat feature, being able to ski in the wilderness. You'll never see another skier here."

Isn't this crazy? Not only do they not want snowmobilers around, they don't even want to be around each other.

I propose to you that it just isn't fair that the rest of us have to be on the outside looking in, while old Roger and his elitest buddies are sitting on top of their own 200,000 areas of public domain.

It's time to draw the line. The people who push for more wilderness don't care about our traditional industry, our jobs, our forms of recreation. They simply want to convert additional millions of areas of public land to their own private domain.

Thank you.

Senator McClure. Thank you very much.

Richard Linville, please.

STATEMENT OF RICHARD K. LINVILLE, IDAHO OUTFITTERS AND GUIDES ASSOCIATION

Mr. LINVILLE. Thank you, Senator, Governor Andrus. I represent the—

Senator McCLURE. Can you pull the microphones over in front of you, please.

Mr. LINVILLE. I represent the legal interests of the Idaho Outfitters and Guides Association.

Senator, you've already had the association's testimony with regard to the bill. I just want to direct some specific support to Section 308 of the bill which protects outfitter camps and practices within wilderness in Idaho.

Outfitters need this protection, Senator.

We've been involved in continuous litigation and controversy with the Forest Service to protect the traditional practices that outfitters have used. And it's our hope that this legislation will give us the statutory protection that we need to continue our traditional practices.

The Forest Service right now has some permits for outfitters that require phasing out of camps and caches and various outfitter practices which we hope would be protected if this bill becomes law.

I would emphasize, Senator, that our purpose is to accommodate groups of inexperienced visitors to the wilderness, people that don't have the equipment and don't have the expertise to safely visit the wilderness.

And protection of outfitter practices within wilderness in Idaho will expand the recreational use of wilderness areas by making wilderness available to the general public.

We appreciate your inclusion of Section 308 in the bill and stress that it helps the public to enjoy the wilderness area.

Thank you.

Senator McCLURE. Thank you very much.

Governor ANDRUS. May I just inquire?

Senator McCLURE. Sure.

Governor Andrus. The Idaho Outfitters and Guides Association got into a legal dispute, it appeared to me, and they won against the Forest Service. Would you agree they have good legal counsel?

Mr. LINVILLE. Well, I do my best, Governor. [Laughter.]

Senator McCLURE. If Wayne de la Motte, Earl Putman, Bill Villers, Mel Quale, Tim Teater and John Barringer would come forward, please.

And if we could then have the next group be ready to come forward quickly, if you can, Kay Hummel, Stan Mai, Margaret Fuller, Ed Stockly, Rich Knoblock and Bill Uhl.

[Whereupon Congressman Craig entered the hearing.]

Senator McCLURE. I want to note that a man who couldn't buck the courses of nature yesterday to be with us at the beginning of this morning has arrived, Congressman Larry Craig, who would have been here if it weren't for a snow storm in Denver, Colorado that disrupted his travel plans.

Larry, you're very welcome.

Congressman CRAIG. Senator, thank you very much, and Governor. I'm glad to be with you, and I'm here to listen.

Senator McCLURE. Thank you.
Mr. de la Motte, please.

STATEMENT OF WAYNE H. de la MOTTE

Mr. DE LA MOTTE. Senator McClure and Governor Andrus, my name is Wayne de la Motte.

In my allotted time, please indulge me in a little show and tell.

My comments are in reference to the Trinities, Lime Creek and the Smoky Mountains.

First of all, this a trail machine. It's a hiking boot. It goes two miles an hour on a trail. This is a trail machine also. It's a horseshoe. It goes four miles an hour on a trail.

Now I would like to show you another trail machine. It's a motorcycle tire. It goes 40 miles an hour on a trail. That's 10 to 20 times the impact that this boot has on a trail and this horseshoe has on a trail.

Wilderness, gentlemen, is no place for trailbikes.

On the subject of grazing in wilderness areas, when you feed Senate Bill 2055 to the cattle that are destroying the creek bottoms of Lime Creek and the Smokies, let me show you what comes out. This comes out, sir.

Let the record show this is a genuine Idaho cow pie. And gentlemen, wilderness is no place for cow pies.

Please include my written testimony in the record. Thank you. [Applause.]

[The prepared statement of Mr. de la Motte follows:]

WILDERNESS

DON'T LEAVE IDAHO WITHOUT IT

Wilderness Hearings Comments

by

Wayne H. de la Motte

March 11, 1988

Senator Jim McClure
100th Congress, 2nd Session
Wilderness Hearings
Boise, Idaho

Dear Sir:

When the last flows of lava ceased and the last sheets of ice receded, a gift of the universe was born. We call it Idaho.

This gift is our inheritance. How shall we spend it? Shall we use the treasures of the earth for a short term gain, sending them to our distant neighbors, so that they may in turn sell us seductive, disposable off-road vehicles? Or will we use our precious inheritance for the perpetual spiritual enrichment of our souls, and those of our children and our neighbors?

What is "spiritual enrichment" you ask? Well, it's a wide-eyed child catching her first wild trout, on a sparkling stream flowing from the Wilderness. It's the pride of a father when he bugles a First Hunt bull elk into the iron sights of his son's rifle. It's the Greatest T-Shirt Show on Earth when an oarsman points his raft into a Salmon River wave, giving his lady passengers an impromptu morning shower.

Our elected representatives in Congress have the opportunity to create more wilderness and more spiritual enrichment. To help them do so, I will limit my specific comments to the areas described by maps 11, 12 and 13: The Trinities, Lime Creek and the Smoky Mountains (The Idaho Forest Management Act of 1988, Title I, Sec. 102, j; Sec. 103, a, 7 & 8; pp. 6, 16, 17.) Draft 2/9/88

The Trinities have been long used and abused. The trail left there by miners, loggers and recreational users is one hundred years long. As a Wilderness, the Trinities would be allowed the natural restoration needed to repolish this once splendid gem of the Boise watershed. The Trinities need relief from motorized encroachment and need more protected adjacent area to protect the local deer and elk herds. Therefore I recommend that this Act be amended to eliminate the Sheep Creek Trail ORV access, and that the areas of Dog Mtn., Lava Mtn., Sheep Mtn., Dismal Swamp and Steel Mtn. be included in the proposed Trinities Wilderness.

This Act proposes Special Management Areas, one of which is Lime Creek. This area has rolling sagebrush hills and deep rock conyons, overlooked by the peaks of Iron Mtn. and Smoky Dome. It has been heavily logged to the north and is heavily grazed along the tributaries of Lime Creek. A special feature of the area is that it lies within the boundaries of Unit 44, an Idaho Fish and Game Dept. Special Hunt.

Page 2, Wilderness Comments

In Idaho, a Special Hunt is conducted like a lottery. If a hunter draws out, he or she is assured of an open-country hunt with adequate game. But this range is troubled by overgrazing in a drought year, and easy access by ORVs. Congress would do better to designate Lime Creek as a bona fide Wilderness Area, thereby protecting the watershed, the game herds and the fine little-known fly stream of Lime Creek.

Another SMA proposed by this Act is the Smoky Mountains SMA. This area lies at the headwaters of the South Fork of the Boise, and is adjacent to and directly south of the existing Sawtooth Wilderness Area. The proposal would restrict ORV access to certain trails and allow all other multiple abuses administered by the Forest Service. Therefore, the Congress should either declare this as an extension to the Sawtooth Wilderness or forget the SMA designation altogether, since the Act maintains the status quo of the region.

****

As a public service to those members of Congress who may never have experienced the Idaho backcountry, I have included this entry level test: (See attached sheets A, B, C, D)

Circle one:

Which print is the track of a Vibram-soled hiker, spiritually renewed? A B C D

Which print is the track of a mono-toed quadriped, domesticated for packing out an elk? A B C D

Which print is the track of a foreign-built motorized vehicle that impacts a trail ten to twenty times as much as a hiker or horse? A B C D

Which print is the silhouette of the calling card of a cud-chewing animal that often grazes for free in Idaho forests because the Forest Service cannot adequately supervise grazing? A B C D

Bonus questions:

If a hiker makes 2 mph on a trail, and a horse doubles that, and a trail bike goes 40 mph, then

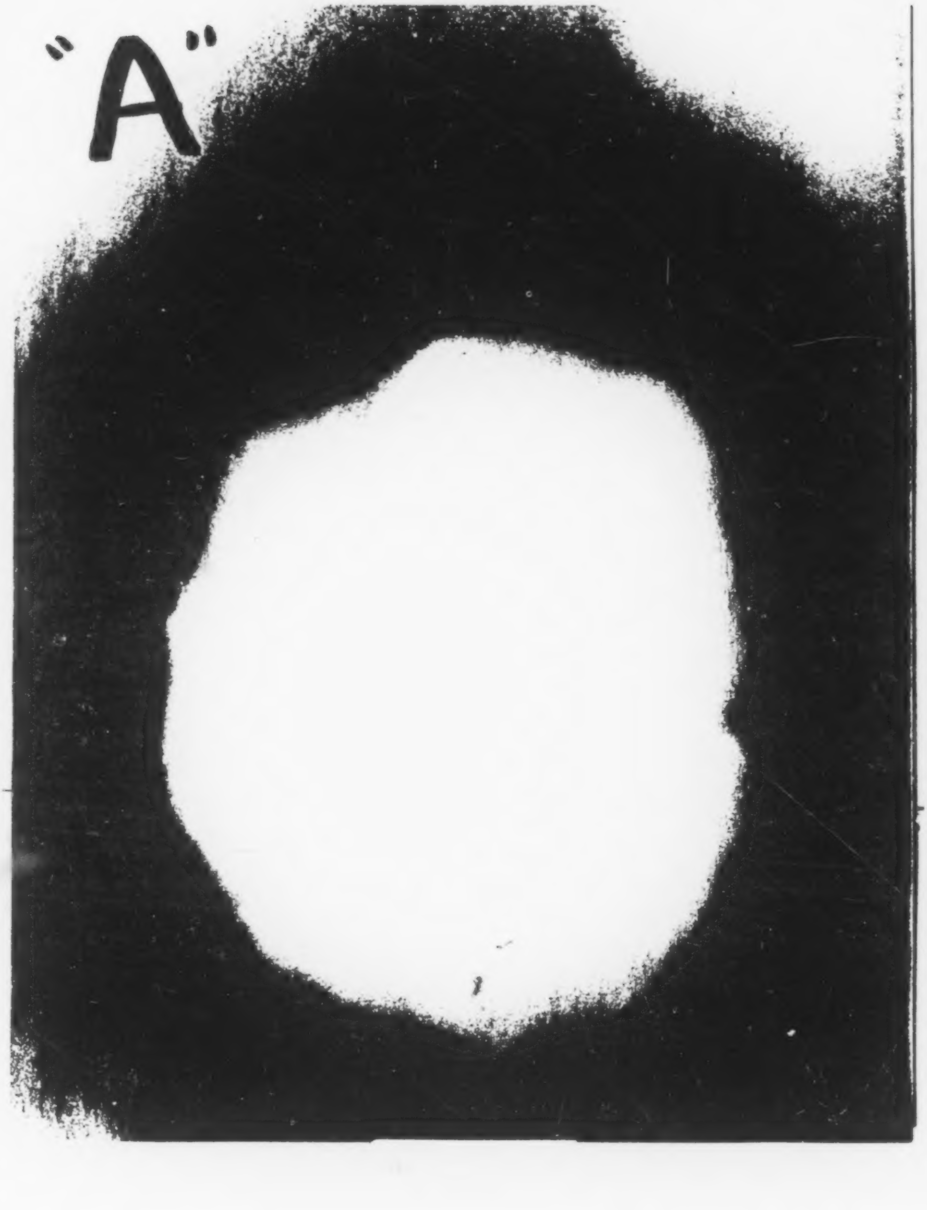
a) A trail bike goes 20× as fast as a hiker

b) A horse goes ten times as slow as a trail bike

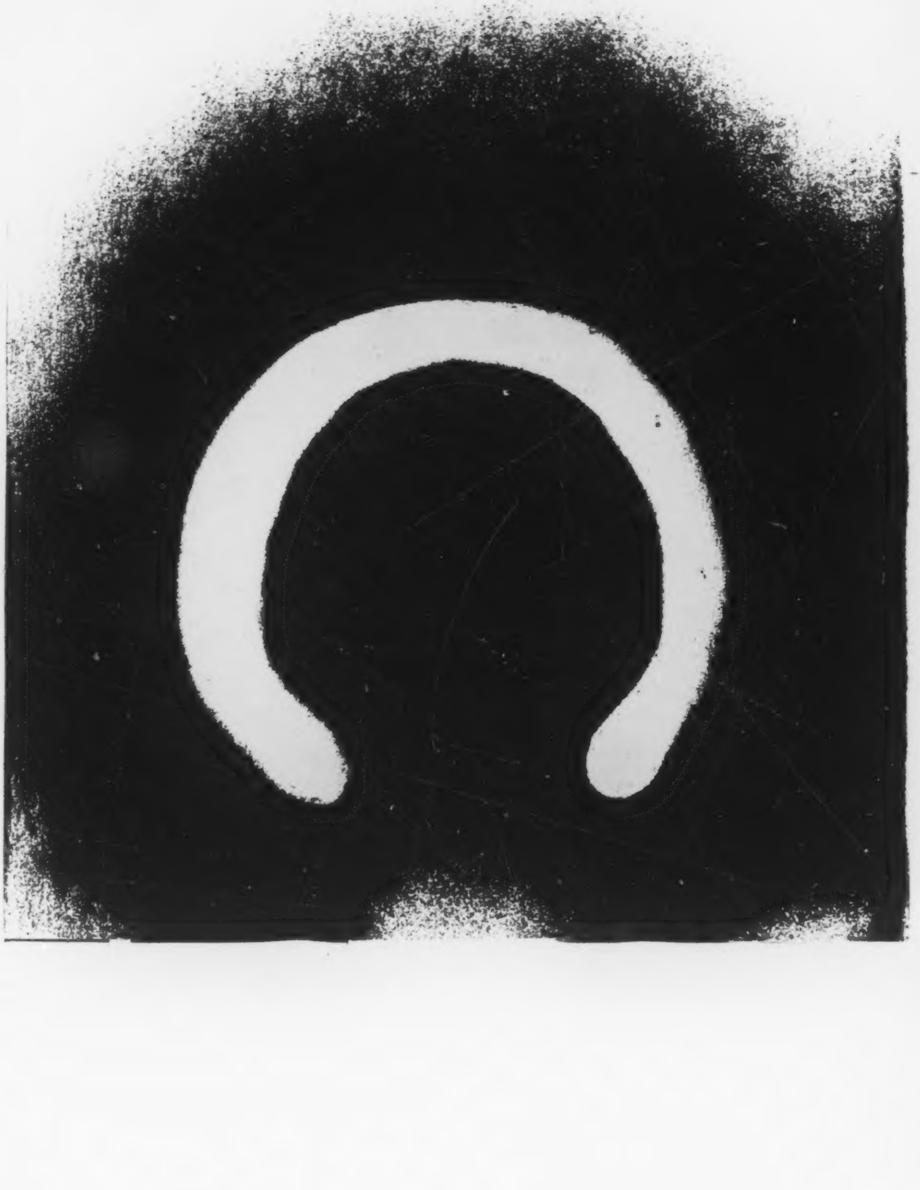
c) All of the above

d) I can't wait to visit Idaho and eat some cow pie.

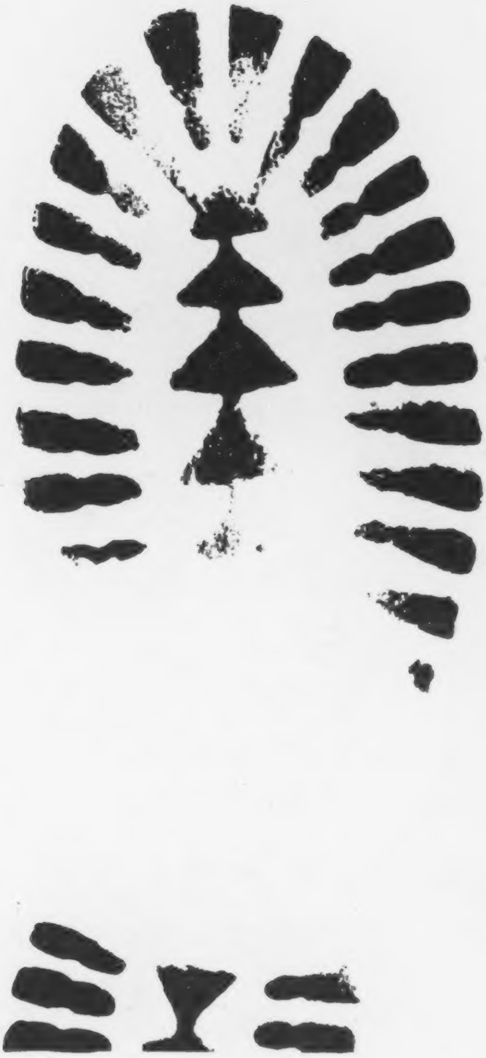
Wayne H. de la Motte, 1305 W. Washington, Boise, Idaho 83702


"A"

"B"



'C'



"D"

Senator **McClure**. Yes. Thank you.

Governor **Andrus**. Thank you very much.

Senator **McClure**. Earl Putman.

Earl Putman?

Mr. Bill Villers.

Mr. **Villers**. Here.

Senator **McClure**. Pull the microphones directly in front of you.

STATEMENT OF BILL VILLERS

Mr. **Villers**. Mr. Chairman, Governor Andrus, Congressman Craig, my name is Bill Villers. I'm an independent miner, prospector and consultant. I've been in the mining business for 30 years.

In my opinion, the precious metals and the strategic minerals will fall short of the national needs if the wilderness statutes are upheld.

To add more land to be set aside for wilderness is just nothing but shortsightedness, in my view.

But beyond the restrictions it would have on loggers and miners and livestock producers, it also violates the constitutional right of free moment in this country and the pursuit of happiness. It also violates the rights of the elderly, the handicapped and the financially disabled that can't possibly get to some of these places.

The restrictions and the closures of public lands inhibits the need to search for strategic minerals that is needed for defense and industrial growth.

It is time to stop hearing the voices of conservationists that are trying to tear down the industrial structure of this nation. This country can ill-afford the luxary of having its most abundant strategic minerals locked up in the wilderness setting.

However, there is a way to settle all the concerns of all, and that's to return to the Multiple-Use Act of 1955. The legal aspect takes care of all the concerned parties.

So, gentlemen, if you truly wish to do something right for this nation as a whole, please repeal the 1964 Wilderness Act and the laws since then.

And in addition to the testimony, gentlemen, I also brought testimony from the people—or signed a petition, rather, in favor of the multiple use of our public lands.

Senator **McClure**. Those will be placed in the committee file.

Mr. **Villers**. Thank you, sir.

Senator **McClure**. Mel Quale.

STATEMENT OF MELVIN W. QUALE

Mr. **Quale**. Senator McClure, Governor Andrus, Congressman Craig, I'm not real enthused about your bill. However, the concept of special management areas as an alternative to wilderness represents good thinking and a positive approach.

It seems certain that the wilderness purists will attempt to tear this new concept apart. Nothing short of wilderness will satisfy the purist. It will not rest until it's designated. I suspect this issue will test everyone's resolve.

The purists really do have us on the spot. They claim to have nothing in place to force Idaho to designate wilderness in order to keep our timber industry alive.

By insisting on soft-release language, they may be able to do this same thing over and over again until: A, we have nothing left to designate as wilderness or B, our timber industry is dead and gone.

The roadless review area process has caused states like Idaho to have to sort of jump through the hoops. My question is: What was the intent of Congress when the wilderness act became law?

I have a little article from American Forest, "The Wilderness Act as Congress Intended." And I would ask that it be included in the record.

Senator McClure. It will be included as part of your statement.

Mr. Quale. Thank you.

Just one other little area.

In Section 303 of your bill, you talk about the prohibition of buffer zones. That's a great idea. I support it. Except you left out two very important considerations, air and water quality. For example, without a disclaimer on water quality, the Secesh Wilderness could create unexpected problems.

Suppose a federal judge issued an order banning all upstream activity on the South Fork. His action could be justified as protecting the water quality entering the wilderness at Sheep Creek.

Suppose a federal judge ordered residents of the Wood River Valley to stop or limit wood burning for home heating. He could do this on the grounds that he needed to protect the air quality in Pioneer wilderness.

Thank you.

[The prepared statement of Mr. Quale follows:]

Statement of
Melvin W. Quale
982 Carriage Lane
Twin Falls, Idaho
S2055

Senator McClure, no doubt you and Govenor Andrus expect to take heat from all sides. Nothing personal but, I'm not real enthused about this legislation in its present form.

The concept of special management areas as an alternative to wilderness represents good thinking and a positive approach. It seems certain the wilderness purists will attempt to tear this new concept apart. Nothing short of wilderness will satisfy, and they will not rest until it's designated. I suspect this issue will test your resolve.

The Purists really have us on the spot! They claim to have everything in place to force Idaho to designate wilderness in order to keep our timber industry alive. By insisting on soft release language, they may be able to do this same thing over and over again until:

A. we have nothing left to designate as federal wilderness, or
B. our timber industry is dead and gone.

Through the roadless area review process the Wilderness Act has become a very effective tool for making states such as Idaho jump through the hoops. What was the intent of Congress when the Wilderness Act became law in 1964?

Included is a reprint of an article by John T. Keane, The Wilderness Act as Congress Intended, from AMERICAN FORESTS MAGAZINE, February ,1971. Although written in 1971, it is, I believe, timely for todays controversy. I ask permission to enter it into the hearing record.

Some other concerns in the bill include Section 303 which prohibits buffer zones, this is a step in the right direction. Unfortunately, it fails to mention the two most important considerations, air and water quality.

For example, without a disclaimer on water quality, a Secesh Wilderness could create unexpected problems. Suppose a Federal Judge issued an order banning all upstream activity on the South Fork. The action could be justified as protecting the water quality entering the Wilderness at Sheep Creek.

Suppose a Federal Judge ordered residents of the Wood River Valley to stop or limit wood burning for home heating in order to prevent degradation of the air quality in the Pioneer Wilderness, what then?

It was perhaps just an oversight that air and water quality were not mentioned in Section 303. I hope so! These issues would be better addressed sooner than later.

The Wilderness Act specifically avoids intruding on the states responsibilities with respect to wildlife and fish in National Forests. Idaho sportsmen should nevertheless remind ourselves that some National Conservation Organizations (purists) who are adamantly pro-wilderness are also anti-hunting organizations. It is worth noting that when the wilderness set asides are complete, perhaps ten or twenty years from now, these "conservation" organizations may well make a strong push to prohibit hunting within federally designated wilderness. They may well find a receptive Congress.

As one ponders hunting within designated wilderness, the Purists will surely have the Wilderness Act on their side. The sound of a 30.06 echoing from a dozen hillsides could hardly be considered conducive to solitude. The outfitter camps do indeed show the works of man. Professional Guides recieve compensation for their services. The Purists could claim such practice constitutes commercial enterprise. Granted, the Wilderness Act makes provision for Packers and Guides, but the Purists seldom let facts interfere with an emotional appeal. How will scientific and research purposes be accomplished if hunters keep upsetting the balance of nature? Successful hunters have negative effects on specific animals. If hunters harvest the game, how will the wolves survive? It seems to me the Purists could make a convincing argument.

Wouldn't it make sense to strengthen the language of this bill to preclude the anti-hunting campaign of the future?

I trust your judgement Senator McClure. I do not question your motives. I am yet to be convinced the McClure/Andrus bill is the best compromise. My mind is not closed.

I urge Idahos congressional delegation to address the issues raised during the hearings, so that the very best that can be done is done. If Idahos citizens could be assured that this truly is the last wilderness bill, it would go a long way toward moving Idahos economy forward again.

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FORESTS
The Magazine of Forests, Soil, Water, Wildlife, and Outdoor Recreation

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The Wilderness Act as Congress Intended

by John T. Keane

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The Wilderness Act as Congress Intended

by John T. Keane

COURT actions to prevent or reverse decisions of federal land management agencies are increasing in frequency, as prominently noted in recent issues of American Forests. They are based on claims that the government has acted arbitrarily or capriciously and contrary to federal regulations or law. Such actions may become even more common as various plaintiffs seek legal interpretations and decision precedents favorable to their own causes.

Has the February, 1970 decision of Judge William E. Doyle in Colorado District Court, tabbed the "Great Chicken-Little Case" by American Forests' contributor Peter Kain, set an important precedent in conservation law? The answer to this depends on the ruling of the Tenth Circuit Court of Appeals, expected in 1971, which will determine if the Forest Service did indeed thwart and frustrate the intent and spirit of the Wilderness Act of 1964 by making a timber sale in an area contiguous to the Gore Range-Eagle Nest Primitive area in Colorado. (See box on following page.)

An understanding of the intent of this law can be obtained by reviewing the legislative history as reported in the Congressional Record and pertinent committee reports. If the wording of a law does not in itself clearly state the intent, then committee reports or statements made on the floor of Congress in debate of the measure become the most-valued indicators of Congressional intent.

There is no disagreement among the parties in these disputes that the Wilderness Act is clear and specific with respect to the duties of the Secretary of Agriculture to review and report to the President on the suitability or nonsuitability for wilderness of those national forest lands *within* primitive area boundaries. The disagreement concerns the status of contiguous lands *outside* of primitive areas.

Does a contiguous area, or for that matter an area inside of a primitive area, have a "predominant wilderness value" merely because it lacks development and signs of activities of man? Or, is an area of "predominant wilderness value", within the intent of the

Wilderness Act, an area which has a *residual* value for wilderness; that is, an area determined to have wilderness value but not having significant economic values for timber, minerals and other commodities or for developed recreation or some use other than wilderness? Did Congress intend to restrict Forest Service management outside of primitive areas?

It may be surprising to readers of American Forests to learn that these questions were discussed repeatedly in the Congress during the tumultuous eight-year journey of the Wilderness Act into law. During this period there was no substantive debate about inclusion in the National Wilderness Preservation System of the Forest Service "wilderness" and "wild" areas which had been reviewed and administratively classified earlier by the Forest Service. Discussion about the Forest Service primitive areas and if and how they should become units of the National Wilderness Preservation System was the most common element of the protracted debate.

Section 3(b) of the Act was the compromise finally reached. It provides that primitive area management be unchanged for a maximum of 10 years. During this time, each primitive area would be reviewed by the Forest Service, and a recommendation would be made by the Secretary of Agriculture to the President and then by the President to the Congress. Congress would then determine whether to include all or parts of such areas in the National Wilderness Preservation System.

Let's look at what was said during the floor debate and in the reports. (Emphasis added.)

Areas Already Withdrawn

Senate Report No. 109 of the Committee on Interior and Insular Affairs which accompanies S. 4, was presented on April 3, 1963 by Senator Church for the chairman, Senator Anderson. At pages 2, 4, and 13 it states:

> "The committee's report on S. 174, which was Report No. 635 of the 87th Congress filed July 27, 1961, is applicable to S. 4.
>
> "As reported at that time, the Wilderness Preservation System can be established without affecting the economic arrangements of communities, counties, states or business enterprises *since the areas are already withdrawn*, or because

What is the Intent of Congress?

WHETHER you call it the Battle for East Meadow Creek or the Great Chicken-Little Case, or by its legal citation *Parker* v. *U.S.*, the Colorado District Court decision of Judge Doyle last February may well have repercussions in other areas of the West. The *Parker* case involved an attempt to terminate a timber sale in an area near the Gore Range-Eagle Nest Primitive Area in Colorado's White River National Forest.

Judge Doyle ordered a halt of logging and planned road construction for an indefinite period because of language in the Wilderness Act which, in his view, "leaves no doubt that at least as to those contiguous areas which are predominantly of wilderness value, the decision to classify or not to classify them as wilderness *must remain open through the Presidential level*" (emphasis by the court).

The Act specifies—

> "Nothing herein contained shall limit the President in proposing, as part of his recommendations to Congress, the alteration of existing boundaries of primitive areas or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value."

Eager to test the precedent set in Judge Doyle's Denver courtroom, the Sierra Club has turned its attention to California and the Salmon-Trinity Alps Primitive Area. In June 1970, the Sierra Club's Legal Committee requested the California Regional Forester to take immediate steps to prevent logging, road building or any other activities in a "predominantly wilderness" area of about 35,000 acres to the west of, but outside and contiguous to the western boundary of the Salmon-Trinity Alps Primitive Area. The Club objected to the current Colgrove Timber Sale, a portion of which is within the Club's defined contiguous area, and alleged it was illegal. The *Parker* decision and the Wilderness Act were cited as the basis for the objection. The Sierra Club stated that legal action was being contemplated in the event that the Regional Forester failed to act.

On June 24, the Regional Forester responded that he would not terminate timber cutting and road building in the timber sale area. He said the Forest Service did not believe the sale and related activities were illegal. Furthermore, termination would involve the Forest Service in a breach of contract dispute with the timber operator. It was noted that the Club had not objected during the pre-sale advertisement period, and four years before passage of the Wilderness Act, had agreed in principle to a tentative proposal to eliminate the western portion of the primitive area from classified status.

On September 18, the Sierra Club filed an administrative appeal before the Board of Forest Appeals in Washington, D. C. contesting the decision of the Regional Forester on the grounds that it is contrary to law, applicable regulations and the facts. In addition to the Colgrove Timber Sale, the Club objected to portions of three more recent timber sales which intrude into the contiguous area in question. The Club maintains that the area has a significant wilderness value that requires it to be studied for inclusion in the National Wilderness Preservation System.

With public hearings scheduled for 17 national forest primitive areas totaling more than three million acres during the 1970-73 period, it appears that more conflict lies ahead. Was Judge Doyle correct in ruling that to permit a timber sale outside of the Gore Range-Eagle Nest Primitive Area would "thwart and frustrate one of the major purposes and the spirit of the Wilderness Act?" Can the Sierra Club rightfully seek to terminate or postpone sales of national forest timber outside of the Salmon-Trinity Alps or other primitive areas still scheduled for review? The accompanying article suggests that the intent of Congress is important to the resolution of such issues and has been overlooked. (J.T.K.)

> existing private rights and established uses are permitted to continue. *There will be no* withdrawal of lands from the tax base of counties or communities; *no withdrawal of timberlands on which lumbering operations depend*, nor any withdrawal of present grazing or mining rights."
>
> * * *
>
> "A second development since the previous report was filed is increased understanding and agreement that S. 4 does not 'sterilize,' 'quarantine,' nor 'lock up' a vast new 60-million acre area of federal lands but involves *lands previously restricted in use* by laws creating our national parks, by establishment as wildlife areas, or *by national forest classification*."
>
> * * *
>
> *"The national forest lands affected by S. 4 are not now subject to exploitation for timber. Timber sales were barred by executive regulation, with rare exceptions, when the 14.3 million acres of national forest primitive areas were set aside in the twenties and thirties for preservation as wilderness."*

The most active proponent of wilderness legislation in the House of Representatives was Congressman John P. Saylor of Pennsylvania. Mr. Saylor served on the Committee on Interior and Insular Affairs and was a signatory to the joint conference report on S.4, which became the Wilderness Act. Speaking on the House floor in support of H.R. 930 and S. 4, he stressed that as far as national forests were involved, the bill would relate only to areas ". . . within the 8 percent of national forest lands comprising the less than 15 million acres *already classified for wilderness protection*."

He commented further (109 Cong. Rec. (1963) 11930):

> "The argument about positive (Congressional) action relates particularly to a procedure that is provided for a careful review of the wilderness lands and their permanent inclusion in the wilderness system on the basis of such a review.
>
> *"Bear in mind that this review relates only to the lands that Congress by the act says are to be considered, and all these lands are now in some kind of administrative status as wilderness."*

Senator Frank Church of Idaho, served as floor manager of S. 174 and S. 4 following the illness of Committee on Interior and Insular Affairs Chairman, Senator Anderson. As manager of wilderness legislation in the Senate, Senator Church was called on frequently to explain the meaning of provisions of the bill being considered.

Quoting Senator Anderson, the ailing chairman, Senator Church commented (107 Cong. Rec. (1961) 18370):

> " 'There is a very sound reason for drawing a line between handling of areas already reserved and any new areas.
>
> " 'Inclusion of the wild, wilderness, primitive, park, and wildlife areas in the wilderness preservation system will cause little or no disturbance of individual, communities, or economic patterns. *The areas have been withdrawn for years. There have been no timber sales from forest lands involved* so there are no lumber mills dependent on them which will have to close down. Established mining operations and grazing will not be disturbed.
>
> " 'There is thus virtually no change in the status quo of the areas to be handled under the presidential recommendations procedure in the bill. The bill simply makes wilderness preservation a statutory directive and responsibility of the existing land administering agency in its handling of already reserved lands.'
>
> "Mr. President, that explanation by the committee chairman is important. It is important for the Senate to understand that the lands under the jurisdiction of the Department of Agriculture—and I speak of it particularly—that will be affected by this bill are *those lands which, in his executive discretion, the Secretary of Agriculture has already determined shall be set aside as wilderness, wild, primitive, or canoe areas*."

Maximum Possible Scope

Senator Church explained the scope of the wilderness system and the purpose of reviewing the Forest Service primitive areas (107 Cong. Rec. (1961) 18374):

> "At no time during the deliberations in the Committee on Interior and Insular Affairs did anyone on either side dispute the desirability of establishing and preserving wilderness areas in the United States. The only problem before us has been how to do this in a way which will be equitable to all, which will constitute no encroachment upon the legitimate business interests of the people of the Western States, and which at the same time will establish a uniform wilderness system embracing tracts of public land that are variously denominated under existing law.
>
> "The committee concluded, after very detailed and exhaustive hearings, that the method proposed in the pending bill would be the fair method.
>
> "First of all, we undertake to confine the proposed wilderness system to those areas of public land that have already been set aside for recreational use. Thus, the system could only include areas already designated as wild areas, wilderness areas, canoe areas, primitive areas in national forests, primitive-type areas in national parks and in national monuments, and such areas in wildlife refuges and game ranges.
>
> *"That is the maximum possible scope of the wilderness system to be established by the bill.*
>
> "With respect to the tracts which have already been designated as 'wild, wilderness, or canoe areas,' these will be incorporated in the wilderness system upon the enactment of the bill. As to these areas, there is no dispute.
>
> "The dispute arises over the treatment to be given to the primitive areas in the national forests and the wilderness-type areas in the national parks and in the game refuges. The committee believed these areas should be carefully reappraised, so that any portion having merchantable timber or being more susceptible to multiple use would be excluded, and the remainder not susceptible to merchantable use, would be retained. On the basis of such a review, the recommendations would then be

(Turn to page 61)

> made to Congress, and Congress would reserve the final judgment***."

A further explanation of the maximum extent of a wilderness system by virtue of the legislation was made by Senator Church (107 Cong. Rec. (1961) 18366-18367):

> "The purpose of the bill is to create a wilderness system comprising those areas which have already been withdrawn in the national parks, wildlife refuges, and primitive areas in the national forests, for what are primarily recreational purposes. *Not only are the areas named in the printed hearings, but there are maps of the States affected showing exactly where the areas are located.*
>
> "So the junior Senator (Carroll) from Colorado is quite correct: *We will not be establishing*, by virtue of the proposed legislation, *new intrusions upon the public domain*. We will not be withdrawing from the national forests any areas which have not already been designated as wild or primitive areas."

Senator Church offered further comment on the purpose of primitive area review (107 Cong. Rec. (1961) 18366):

> "The Interior Committee wanted to make certain that the wilderness system to be established would be confined to those areas that have already been withdrawn for recreational purposes.***
>
> "In the national forests, these areas are known as primitive areas. Upon the enactment of the bill, procedures are established for review to determine what part of these primitive areas will be permanently retained within the wilderness system."

Suitable For Wilderness Alone

An understanding of the term "predominantly wilderness" may be gained from Senator Church's explanation given on the Senate floor (107 Cong. Rec. (1961) 18366):

> "The Secretary (of Agriculture) has 10 years after the enactment of the bill to review those areas that have already been withdrawn and designated as primitive areas, on the effective date of the bill, the purpose of the review to be *to separate out from these primitive areas any portion found to be more suitable for multiple use*, and then *to recommend for permanent retention within the wilderness system the balance which is predominantly wilderness in character and of value for recreational use alone*."

Senator Church also emphasized that economic interests were protected by the bill (107 Cong. Rec. (1961) 18353-18354):

> "As the Senator (Morse) well knows, the bill in actuality constitutes no threat to any legitimate economic interest. It is based upon the wilderness type areas in national parks and national monuments, and those primitive areas which have already been withdrawn from the national forests, in which lumbering is already prohibited and in which there is very little or no mining activity.
>
> * * *
>
> "No one will be adversely affected by passage of the bill. It has been carefully drawn to give all possible protection to the economic interests of the West."

Using Idaho as an example because of its high proportion of federal land, the importance of lumber and mining to the economy, and its large primitive area acreage, Senator Church commented on economic protection and the intent of primitive area reviews (107 Cong. Rec. (1961) 18046):

> "Because the areas covered by the pending bill have already been set aside in their primitive state for some measure of preservation, the proposed wilderness system can be established, if we act now, with no adverse effect on anyone. *The tracts involved have already been excluded from timber sales, and consequently do not form any part of the cutting circle for any community or lumber company.****
>
> * * *
>
> "The pending bill would establish a wilderness system in Idaho based on these existing primitive areas. But before these areas could become a permanent part of the system, each one would have to be reviewed for wilderness values within 10 years following the enactment of the bill. *Those portions found to be more suitable for multiple use—for lumbering, mining, and grazing, as well as recreation—would be released from their present restrictive classification and would revert to ordinary forest lands:* the remaining acres, where wilderness values clearly predominate, would then be recommended for retention in the wilderness system."

Oregon's Senator Morse, a strong advocate of wilderness legislation, commented on the bill's effect on commercial interests (107 Cong. Rec. (1961) 18353):

> "I am constantly astonished by the point of view expressed in much of the mail from my State which seems to believe that commercial rights or interests now available for timber cutting, grazing, mining, or recreation, would be taken away under S. 174.
>
> "Mr. President, that just is not the case at all."

Senator Hart of Michigan, a consistent supporter of the legislation, commented similarly (107 Cong. Rec. (1961) 18391):

> "A favorite expression used by opponents of the bill is that it will lock up resources needed now or in the future. But *this bill does not extend the wilderness classification to one additional acre of land that* is not wilderness at the present time and *is not already protected from commercial use*."

California Senator Kuchel, in an obvious reference to national forest areas, expressed a similar view (107 Cong. Rec. (1961) 18370):

> "The legislation which the Senate is considering today would be effective as to national forests only in those areas which the Secretary has already determined to be wilderness, wild, primitive, or canoe areas. The vast expanse of the public domain under the Department of Agriculture *remains for his consideration for the other multiple uses* in which the able Senator from Idaho and I both believe."

Senator Murray, Interior Committee Chairman until his death, said of the bill (106 Cong. Rec. (1960) 15574):

> "It will not interfere with established practices, such as grazing, for example. *It includes no areas now open to lumbering.*"

Senator Humphrey of Minnesota introduced the original wilderness bill in 1956 and he remained a strong advocate until passage of wilderness legislation in 1964. He commented on the effect of wilderness legislation on the commercial interests (105 Cong. Rec. (1959) 2637):

> "None of us here in the Senate need fear that after the enactment of this measure the commercial interests, whom we all respect and value, will come to us and complain that they have been hurt. None of them will suffer damage.
>
> "This bill, for example, does not give wilderness status to a single acre of forest land now available for timber production.
>
> * * *
>
> "For *the wilderness' bill relates to federal lands* in parks, refuges, or *in some* other *special status in which they already are removed from commercial availability.*"

Only Areas Already Set Aside

Senator Douglas of Illinois succinctly summarized the effect of wilderness legislation (104 Cong. Rec. (1958) 6779):

> "*This wilderness bill* thus *undertakes only to preserve* in an orderly, effective, enduring way *areas that already have been set aside from commercial uses.* It does not apply to any areas that are now available for lumbering, and it carefully avoids interfering with any economic uses, such as grazing, where these are now established. It is indeed a very reasonable measure, and *it is designed to fit in with, rather than damage, our other land-use programs.*"

Oregon's Senator Neuberger spoke about the Wilderness Society's role in support of wilderness legislation. He quoted from an analysis of the proposed legislation by that organization (103 Cong. Rec. (1957) 1905):

> "*** the basic intention of this legislative proposal has been to accomplish wilderness preservation without disrupting any other program and to do this through existing agencies and in the ways developed by these several agencies.
>
> "*The purpose thus is rather simple, namely, to accomplish wilderness preservation without disturbing the status quo.*
>
> * * *
>
> "Grazing interests are not damaged by this legislation. *No area now available for logging is included.*"

Senator Neuberger also presented a letter summarizing the facts regarding the wilderness bill by Mr. Zahniser, of the Trustees for Conservation, to the Chairman of the Senate Interior and Insular Affairs Committee. Mr. Zahniser stressed the compatibility of wilderness legislation and commercial interests (104 Cong. Rec. (1958) 7970):

> "We who are advocating it (the legislation) and have helped develop it are ourselves doing our best to see that it damages no other interests. *There is* indeed *not a single area included in the proposed protection* of this measure *that is now available for logging.* Commercial interests are not threatened by this legislation, but rather are respected in a program that seeks to preserve some 2.2 percent of our land in its natural condition as part of an overall policy that provides for our economic and other recreational needs, too."

Congressional Intent Important

It is evident that Congress did not intend an interruption or modification of national forest programs in the areas surrounding primitive areas. On the contrary, Congressional leaders stressed the maximum limits of the wilderness system under the legislation and its compatibility with legitimate economic interests.

National forest lands outside of primitive areas supporting commercial-type forest growth but not yet having access road systems are included in inventories upon which allowable harvest calculations are based. If Congress intended that the wilderness areas to be established from national forest primitive areas should not involve timberlands upon which lumbering operations depend then it hardly seems possible that the Forest Service actions in Colorado could thwart and frustrate one of the major purposes and the spirit of the Wilderness Act.

The same can be said for the timber sale program west of the Salmon-Trinity Alps Primitive Area in California. Of particular significance there is that a substantial area of merchantable timber is within the primitive area. Being more susceptible to multiple use, it would appear that the Congress intended that portion be excluded from wilderness classification.

Hopefully, the courts may soon clarify these issues. The intent of Congress in the enactment of wilderness legislation apparently was not brought to the attention of Judge Doyle. Once the legislative history is understood, there may be a reduction in undue interference with the orderly management of the public forests. ■

Senator McClure. Thank you.

Tim Teater, please.

STATEMENT OF TIM TEATER

Mr. Teater. Senators, Governor Andrus, my name is Tim Teater. I come here as an individual citizen.

And, I, like everyone else, am opposed to the bill, but for the following reasons:

Number one, I feel the total acreage proposed is grossly inadequate. There are about 9.3-million acres available for consideration here, and we have 1.3-million acres proposed. And I don't believe that's in any reasonable sense of the word a compromise. I feel like the 3.9-million acre wilderness coalition figure is in fact a compromise based on the available acreage.

The acreages that have been proposed have been segmented into small parcels surrounded by unprotected areas. And since it's been pointed out that buffer zones are specifically prohibited, it would seem that simply drawing the line on a map will not protect wilderness areas from damage due to non-compatible activities in adjacent areas.

Special management areas are, I feel for the most part, a thinly veiled attempt to eliminate the public's right to have meaningful input into the national forest plans. This aspect of the bill is particularly onerous since it flies in the face of the National Forest Management Act.

To conclude, there's just one thought, one word I would like to leave with you, and that word is "equity." I feel like there's no equity in this bill.

In fact, I feel like this bill is in the finest traditions of the robber barons of the early 20th century when the interests of the people were sacrificed for the profits and convenience of a few wealthy corporations.

In 1988, we're faced with the same situation. Additionally, and I think kind of unbelievably, off-roaders have become more important than the rest of us in this bill.

I would just like to say that wilderness is not a renewable resource. And for our children, we need to protect these areas.

[The prepared statement of Mr. Teater follows:]

March 10, 1988

Senator Dale Bumpers, Chairman
Senate Subcommittee on Public Lands
National Parks, and Forests

As I prepared for this hearing, I tried to think of things to say in such a way as to cause you to leap from your seats and cry "By God, he is right!" But in the final instance, I'm just an ordinary man whose sincerity and eloquence is no greater than my supporters and detractors. In the end I can only tell you who I am and how I feel.

I came here as a citizen of America and Idaho. I'm not a member of any conservation group, although in spirit I am a conservationist. I'm not a member of the timber industry, although I use wood products every day. I don't represent off-road vehicle users, although I have a beat up old Bronco I like to get stuck in.

I would like to think that there are a lot of just plain folks out there who think as I do; that the land is one of the unique and precious things that makes America what it is, what it has been, and what it will be.

Feeling as I do, I have no recourse but to oppose this bill as written.

I am opposed to the bill for the following reasons. Briefly, as I know much of this material has been gone over in detail during the panel hearings this morning. They are:

1. The total acreage proposed is grossly inadequate. There are about 9.3 million acres available for consideration as wilderness. The proposed 1.3 million acres is not, in any reasonable sense of the word, a compromise. The 3.9 million acre figure that has been suggested is, I believe, already a very reasonable compromise. For example, The Smokey Mountains, Diamond Peak, Peace Rock, and Lime Creek areas to name just a few, have been left completely out of this plan. These are areas of significant natural value that deserves to be protected. They are areas of delicate nature not conducive to reforestation and vulnerable to damage from off-road vehicle use.

2. The acreages that have been proposed have been segmented into small parcels surrounded by unprotected areas. Buffer zones are specifically prohibited in the bill. Simply drawing a line on a map will not protect a wilderness area from damage due to non-compatible activities in adjacent areas. For example, The Boulder-White Clouds are split up to allow off-road vehicle use. The Payette area is only a small part of what is needed to protect the wildlife habitat and The Trinities are divided up into four areas.

3. The special management areas are, for the most part, a thinly veiled attempt to eliminate the public's right to have meaningful input into the National Forest plans. This aspect of the bill is especially onerous since it flies in the face of the National Forest Management Act, allowing and even mandating timber sales and road building in critical wildlife and recreation areas. For example the bill would authorize an additional (over the Forest Service Proposal), 3.5 million board feet of timber in the Bonner's Ferry area of the Pan Handle.

In conclusion, Americans want and need the few remaining special, natural areas left to us. Was this not so, our national parks and wilderness areas would not be seeing the record number of visits that they are.

There is one thought, one word I would like to leave you and that is EQUITY. There is no equity in this bill. Far from it. This bill is in the finest traditions of the robber barons of the early twentieth century when the interests of the people were sacrificed for the profits and convenience of a few wealthy corporations and captains of industry. In 1988 we are faced with the same situation; a few forest products corporations and their friends in Congress are seeking to disinherit the American people from their heritage of the land. Additionally and nearly unbelievably a few hundred off-road vehicle users seem to have become more important to the drafters of this bill than millions of Americans who use the national forests for less destructive purposes and who actually, in common, own these lands.

And that is my final point. These lands belong to all Americans. We in Idaho are blessed by proximity. We are to a great extent the custodians of these lands but we do not own them. Use and ownership aside, let us not forget the natural values these lands bring, let us not forget that the plants and animals of these lands have been here long before the white man set foot here and have every right to their continued existence, the same as we.

In the end, all we are asking is that you, the representatives of all the people, secure these lands for all Americans and for all the Americans yet to come.

Wilderness is not a renewable resource!

Respectfully submitted,

Tim Teater
1614 N. 22nd Street
Boise, Idaho 83702

Senator McClure. Thank you.

John Barringer.

STATEMENT OF JOHN BARRINGER

Mr. Barringer. My name is John Barringer. I am a hiker, horseman and president of a 150-member State Horsemen Association.

I have many objections to this bill. Foremost, it left out too much of value. I don't have time to go through all of the areas, but I'll mention a few: The White Clouds should have been four times what is recommended. That open corridor isolating the southeast corridor makes no sense at all to me.

All the special management areas should have been included in the wilderness. Lime Creek and the Smokies are designated as special management areas because of their special characteristics. The only special characteristic I can see is there's an excess of motorbike trials. And we already have enough damage by off-road vehicles in the state and in the entire West. They have become quite a serious problem.

Permitted uses in the wilderness areas under this bill include grazing on existing allotments, vehicle use on existing allotments, water development, predator control presumably by traps and poison, toilets serviced by helicopters, municipalities with motorized access, helicopter use by federal and state agencies, mineral assessment by environmentally compatible methods. What does that mean? Continued landing of aircraft. Outfitters can leave facilities and build new ones. These uses are not compatible with any definition I've ever heard of wilderness. Sounds like a big country fair to me.

I'm disappointed, disillusioned and angry because of this bill. It should be completely rewritten. There's a growing feeling throughout the country that all of our environment was not just put here for the exploitation of man.

Idaho is blessed with an abundance of wild and beautiful country. I sincerely believe we have a moral obligation to preserve more of our precious assets.

Thank you, gentlemen.

Senator McClure. Thank you.

Thank you gentlemen for your testimony.

Next panel will be Kay Hummel, Stan Mai, Margaret Fuller, Ed Stockly, Rich Knoblock and Bill Uhl.

While those people are coming forward, I would alert the next group which will appear after this group: Keith Tondrick, Tom Menten, Gary Butts, Pat Ford, Grant Gerber and Ed Obenchain.

Kay Hummel.

STATEMENT OF KAY HUMMEL

Ms. Hummel. Good afternoon. Hello, Governor, Senator McClure, Congressman Craig and Ms. Norcross. I appreciate your being here to represent Senator Bumpers and all of his staff.

I am Kay Hummel. I am a resident of Boise and a native Idahoan. I must oppose S. 2055 because it is in many instances too small. It has illogical boundaries in some places and the many miscellaneous special management provisions directly underlying the letter and the spirit of the 1964 Wilderness Act.

I must also oppose it for personal and professional reasons that I will detail very briefly.

Three years ago my husband and I moved back to Idaho because we chose to be closer to our wild backcountry in the mountains and in the deserts. We gave up very good paying jobs, and we have no regrets whatsoever about that. We wanted to be here, and we wanted to raise our children and have them come to learn the wonders of nature that is available in our great backcountries.

Professionally, I must oppose the inadequacies in this bill because of very purely economic grounds.

I work for a regional travel company that brings out-of-state people into Idaho and other northern Rocky Mountain states, just Wyoming, Montana and Idaho.

We plan personal itineraries for people who spend their money with Idaho's outfitters and in our eateries, hotels and at our retailers.

We believe we are contributing greatly to a fast growing industry here. And our clients want to adventure in the untrammeled backcountry of Idaho.

They want to fish in places like the White Clouds. They want to fish in Buck Creek in the Mallard-Larkins, or hike in the magnificant South Fork Salmon canyon, or enjoy places near Grandjean in the Sawtooth Completion.

But if this bill passes in this form, I may not be able to send these clients to these places because they will be threatened and even invaded by uneconomic logging or soil-ripping trailbikes.

This bill jeopardizes my company's ability to serve our clients. We have a lot of repeat business.

And briefly I will close by telling you I wore my favorite tie today. And this tie relates to my other favorite area where I've spent more time in the last decade than any other place, and that's the South Fork of the Salmon.

This tie represents the bull trout and the cutthroat and the white fish I can catch now. I hope some day I will be catching the chinook salmon and possibly a steelhead on a fly.

And I want you to know that I have detailed comments about the special management provisions in the South Fork.

Senator McClure. That entire statement will be made a part of the record.

Ms. Hummel. Just one more minute, please, Senator McClure.

I want to point out one thing about your special language there that I want to have in the record.

Senator McClure. I really must ask you to stay within the alloted time.

Ms. Hummel. Well, thank you very much. I appreciate the chance to be here.

Senator McClure. Thank you. If we're going to accomodate all of these witnesses, we have to limit everyone, unfortunately.

[The prepared statement of Ms. Hummel follows:]

FOR THE HEARING RECORD
ON S.2055, THE IDAHO FOREST MANAGEMENT ACT
BEFORE THE SENATE SUBCOMMITTEE ON PUBLIC LANDS

Boise, Idaho   March 11, 1988

I am Kay Hummel, a resident of Boise and a native Idahoan. For strong personal and professional reasons, I oppose S.2055 as inadequate and faulty wilderness legislation. The areas proposed for protection are too small, in many instances they have illogical boundaries, and the miscellaneous special management provisions directly undermine the letter and the spirit of the 1964 Wilderness Act.

Three years ago, my husband and I moved back to Idaho, chiefly to enjoy the outstanding wild backcountry here. We have had no regrets about leaving challenging professional situations in Colorado. We deliberately chose to be closer to Idaho's unroaded desert and mountain country. We want our children to grow up here, to experience Idaho's unparalleled scenic beauty, to appreciate the wonders of undisturbed natural systems, and to watch them nurture a wilderness heritage for their children.

There is no comparison between the overcrowded and tracked- up forests of Colorado and Idaho's premier wildlands. We now have the opportunity to properly manage just a fraction of Idaho's wildlands to their highest and best economic use--by retaining the 3.9 milllion acres of the Wildland Defense Coalition's proposal as Wildernesss (as embodied by legislation before the House sponsored by Rep. Peter Kostmayer). This would still release six million acres of unroaded forest lands to normal multiple use planning under the National Forest Management Act.

Backcountry Recreation Industry Growth

My professional reasons for opposing the inadequacies in S.2055 are purely economic. I work for a regional travel consultancy that brings out-of-state visitors to the Northern Rockies for outdoor adventures. We plan personal itineraries for people who spend their money with Idaho's outfitters and guides. These tourists then spend more money at our sports stors, eateries and hotels and return home raving about the uncrowded pleasures they experienced in Idaho's wild backcountry. Our clients want to adventure in untrammeled places such as the White Clouds, fish Buck Creek of the Mallard-Larkins, or hike in the magnificent canyon of the South Fork of the Salmon River and near Grandjean in the Sawtooth Completion area. But if S.2055 passes, I may not be able to send clients to these places---these lands will not be protected by wilderness--instead these special places will be invaded by uneconomic logging or soil-ripping trailbikes.

My company has planned many River of No Return and Sawtooth trips for our visitors. Now we are obtaining repeat business from some of these same clients and we intend to have them fish, hike and horsepack on other fine unroaded lands in Idaho.

This bill jeopardizes our ability to serve our clients. As Wilderness, the areas omitted from S.2055 would reap this state thousands of dollars in recreation and by conserving water quality and supply. The special management logging mandated by S.2055 will be taxpayer-subsidized disruptive forestry that creates siltation and diminishes the quality of trout and steelhead fishing and wildlife. It will permanently destroy big game habitat--from grizzly bear territory in the Panhandle Forest to the best elk grounds left in southwestern Idaho in French Creek (Payette National Forest) and in Tenmile West (Boise National Forest). It will cost us dollars and jobs. It is astounding that S.2055 ignored 60 percent of the Idaho Fish and Game Department's minimum critical 1.8 million acre Wilderness recommendation. Idaho's Outfitters & Guides impacted instate spending to the tune of $33.4 million dollars in the 1983-84 season. This figure jumped to $38.5 million in 1984-85 (*) and backcountry recreation continues to be Idaho's fastest growing industry. Our outfitters and retail sports suppliers do not receive capital gains tax breaks, depletion allowances or Forest Service subsidies. My livelihood and that of outfitters and service suppliers will suffer if S.2055 passes as is, eliminating 65 percent of the proposed essential 3.9 million acre Wilderness.

In most of the few million acres which ought to have Wilderness protection, very little usable timber grows. The small amount of merchantable timber in these wilds consists of trees that grow slowly and far apart on steep, erosive soils. It is not economic to log in these places and that is why they are still roadless. Cutting the timber in our threatened wildlands will require more deficit sales because the federal government will have to pay more for building logging roads than those roads generate in timber revenue. Most forest products companies today are awash with timber. These corporations should forthrightly deal with several other important facts: that we have a federal budget crisis; that their problems are related to too little demand, not supply; and that their automation changes and the shift to more economic southeastern timberlands are prime affectors of Idaho timber employment. These are their issues. They cannot and should not claim hardship if 3.9 million acres out of the possible 9.3 million roadless acres are designated Wilderness. The timber industry does not need another dollar of taxpayer subsidy to remain healthy. But our recreation industry and wildlife resources clearly are threatened by the too-small wilderness designations embodied in S.2055.

The South Fork of the Salmon River: A Special Economic Case

I have recreated throughout all of Idaho. However, I have spent more time in one unique area during the last decade than in any other wild place. In all four seasons of the year I have chosen to explore the South Fork of the Salmon River canyon and its tributaries. I have walked the entire roadless stretch of the South Fork through the Secesh and Salmon River Breaks areas to the Main Salmon. From high and low

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(*) Dollar data from: Lansche, James M. and Joseph J. Walka, "Outfitters and Guides: Their Impact on Idaho's Economy," *Idaho's Economy*, Winter 1986 (copy attached).

vantage points, I have seen great grey owls (a candidate threatened species), bighorns, mountain goats, bear, elk, deer, marmots and otters at home in this magical canyon. (I have seen my share of rattlesnakes, too, but I have yet to see a mountain lion or the endangered grey wolf that also travel here!) On foot and on skis, I have been a privileged visitor to a place that needs to have all its ecosystem conserved--the highlands, the lowlands and the yellowpine midlands--in order to remain whole.

We are all familiar with the fact that the South Fork's $100 million dollar summer chinook run and steelhead fishery were nearly destroyed by the siltation from the wastage of the ill-advised logging road system built in only a small portion of the South Fork's tributaries. A run of 50,000 summer chinook was so decimated that all fishing was closed and we must now let nature take its course to slowly and naturally flush out the tons of sediment that covered the coarse gravels in the spawning beds.

Two autumns ago I stood beside the South Fork as the Idaho Fish and Game Department told us that they had counted 300 reds (nests made by spawning wild chinook salmon pairs) that season. Those 300 reds were double the 1985 red count, however. The salmon recovery trend has a long way to go. It should proceed with as much scientific help as possible and without any further man-caused intrusions on the steep and sandy soils.

The South Fork Salmon management language in S.2055 (Sec.103.(a)(6)) fails to speak one word about "restoration" and "rehabilitation" of the salmon and steelhead runs, however. At least the 1985 Payette Forest draft managment plan discussed restoring the habitat capability to 65% of potential. Instead, this legislation guarantees that below-cost timber cutting will occur again.

The majority of the harvest will be done with the same tractor-jammer methods used twenty years ago. The Payette Forest's own management plan admits that this logging will lose at least $1.2 million dollars annually in deficit sales on a mere seven to ten million board feet per year. No one has estimated precisely the cost of slowing down recovery of the salmon habitat, but it may be the **ultimate** price. High water years happen about once a decade in this drainage (*) and every spring's normal showers continue to remove sediment from the 800 miles of old logging roads and deposit it in the tributaries. Now the unwarranted new timber access roads will slump again and the salmon may not recover at all. It also is the heighth of paradox that the State of Idaho is waging and winning a court battle with the Bonneville Power Administration over the Pacific Intertie system's impact on summer flows and anadromous fish migration. Idaho's Attorney General is trying to protect our downstream-migrating juvenile salmon in this case. At the same time, other officials create this ill-conceived plan to log in the South Fork tributaries again. We cannot afford the loss of another single chinook salmon from the South

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(*) Dixon, Jerry S., The South Fork of The Salmon, Wild and Free, 1982.

Fork. All of Sec.103(a)(6) should be deleted. The best thing we can do for the South Fork is to reseeed all the old logging roads and then **manage the entire drainage as Wilderness.** THe South Fork Salmon's highest economic value is in supplying salmon and steelhead habitat, in harboring large elk herds during the winter, and in providing quality backcountry recreation.

The ability to reforest on the South Fork's batholith slopes is seriously in question. A good yellow-pine seed crop occurs only once in every ten years and the climatic conditions for successful seedling germination here has yet a different cycle, also optimal only once about every ten years. The chances of these two cycles successfully coinciding is not great. The National Forest Management Act (NFMA) requires that lands be suitable for timber harvest under sustained-yield principles and that reforestation must take place within five years of cutting. S.2055 poses a violation of NFMA in this regard. We should not simply and blithely break federal law to cut a relatively small amount of timber while taxpayers pay the deficit sales costs and the South Fork ecosystem bears the long-term costs of lost soil stability and fishery resources.

Special Managment Provisions

I have other difficulties with many portions of S.2055, particularly the special management prescriptions for the Panhandle Forest and for French Creek and Patrick Butte on the Payette Forest. It is folly for Congress to get involved with the micro-management specifics in wilderness legislation. Though you are thoughtful body, you do not have the professional expertise to be legislating forest management practices at this level. The normal forest planning processes are well underway in Idaho and should not suffer interference from inappropriate special interest legislation from Washington, D.C. If S.2055 passes with this array of questionable management prescriptions, a few sessions from now you will face amending this legislation in order to remedy the inevitable resource problems that will arise from these short-sighted handouts to timber and off-road vehicle groups.

Studying the incongruities in this bill, I note other major problems in the miscellaneous provisions, such as Sec. 309's provision for allowing the merest steep jeep track to be excluded from wilderness.

Another objectionable provision is the denial of federal reserved wilderness water rights (Sec.302.(a)), an unprecedented step that is not warranted by any situation in Idaho. And then there are the puzzling mistakes or poor word usages scattered throughout this bill, e.g., the use of the term "solely" for motorized trail use in the Smokies and in Lime Creek would create a management nightmare. (Secs. 103(a)(7) and (8). Or the mistaken map identification of the Snowbank Wilderness as belonging to the Payette National Forest when it is in fact a part of the Boise National Forest.

In closing, I thank you for the opportunity to comment on this legislation. From the testimony you will receive in these hearings, the Committee will understand that Idaho has some of the **most valuable** and **most fragile** wildlife habitat **anywhere** in the United States. I urge the authors to rethink this legislation and start over with wilderness designations supportive of the recreation industry and befitting the irreplaceable wildlife of Idaho.

Kay Hummel
1914 N. 20th Street
Boise, Idaho 83702

Outfitters and Guides: Their Impact on Idaho's Economy

By James M. Lansche, Jr.
and
Joseph J. Walka

Outfitting and guiding within Idaho has diversified to embrace the expanding tastes of the general public. Commercially guided experiences now available include jet boat trips, mountaineering, backpacking, cross country and helicopter skiing, fishing, trail and sleigh rides, and other activities. Despite this broad range of activities and a well-documented history of the industry spanning over a century, the economic impacts of outfitting and guiding upon Idaho was not recognized. To remedy this situation the Idaho Outfitters' and Guides' Association and the Idaho Travel Council funded a study to survey outfitters, guides, and clients and undertake a comprehensive analysis of the industry during the 1983-84 outfitting season. This article presents some of the results of the original study along with results from a recent update of the 1984-85 season.

Growth of the Industry

The State of Idaho Outfitters and Guides Board uses three categories to classify client participation within the industry: 1) Big Game Hunting, 2) All Boating, and 3) All Other Recreation. Figure 1 shows the total clients attributable to each category from the 1970-71 outfitting season through the 1984-85 season. During the 1984-85 season, 84.5 percent of all clients were from out of state. As a result of this high percentage of out-of-state clients, the vast majority of expenditures made by these people directly stimulated the Idaho economy.

There were approximately 80,000 client participants in outfitted activities during the 1984-85 season. From the 1970-71 through the 1983-84 seasons, outfitting has had average growth in client participation of 6.0 percent per year. During the 1984-85 season total client participation grew a healthy 19.3 percent to set a new high for the industry. This substantial increase in client demand is one bright spot in the economic picture for the state.

Big game hunting had experienced declines in client participation during the early 1970's which were primarily the result of changes in management policies regulating the industry. *From the 1976-77 season until the 1983-84 season hunting client participation leveled off at about 3,000 clients annually. During the 1984-85 season, big game hunting served 3,828 clients—an increase of 29.6 percent over the previous season.

Boating activities experienced rapid growth of 79 percent during 1984-85. Most of this growth in boating activities was on the rivers not classified as "wild"—these rivers tend to permit outfitted trips of shorter duration. Participation on classified rivers grew 10.5 percent during the 1984-85 season. Overall, activities within the All Other Recreation category declined by 10 percent from the previous year.

Client Expenditures

The study is focused primarily on the "destination" client defined as one who participates in activities lasting more than one day. Such clients typically incur what are described as "layover" expenses, for in-state travel, lodging, restaurants, supplies, groceries, taxidermy, meat packing, and miscellaneous retail

James M. Lansche Jr., is a recent M.B.A. graduate of Idaho State University. This article is based on his master's thesis.

Joseph J. Walka, formerly Associate Dean of the ISU College of Business, is an Associate Professor of economics at Northern Arizona goods and services. Clients were asked to identify their group's size and indicate expenditures. Client expenditures were also categorized by type of outfitted activity being undertaken.

Average fees paid by clients for outfitted activities were obtained from the outfitter survey instrument. The 1984-85 figures are derived by applying the 1983-84 model to the 1984-85 client participation levels (available by outfitted activity) supplied by the State of Idaho Outfitters and Guides Board. The table depicts gross receipts for the Idaho outfitting industry during the 1983-84 season and the 1984-85 seasons. Estimates of total spending during the 1984-85 season do not include tourist impacts attributable to 48,909 outfitting client activities lasting one day or less. Due to the absence of data concerning layover expenditures made by these "non-destination" clients, the gross revenues depicted in the table are conservative.

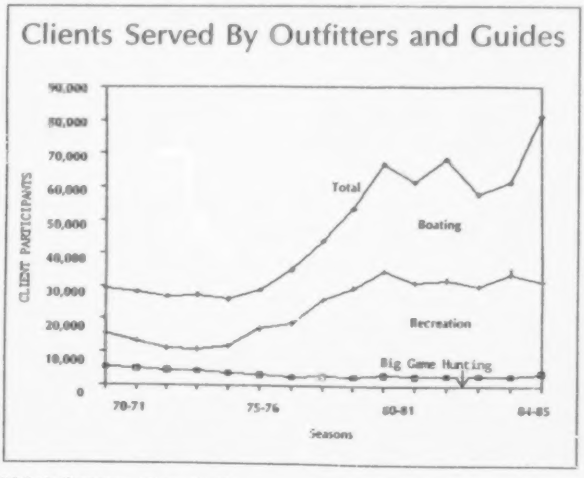
The Impact on Idaho

Not all of the gross receipts stay in the state. From the survey of outfitters, an estimate of their expenditures flowing out of the state was obtained. From the survey of guides, an estimate of the average amounts nonresident guides took out of the state was made. Slightly over $3 million of the 1983-84 gross receipts and almost $3.6 million of the 1984-85 gross receipts are estimated as leaving the state. The remaining $13.4 million in 1983-84 and $15.4 million in 1984-85 stayed within the state in the form of direct spending by clients, outfitters, and guides. Of this direct spending, about 10 percent in state revenue was collected in the form of taxes, user fees and licenses. To estimate the total impact of outfitting and guiding on the Idaho economy, secondary economic impacts within the state were calculated using a number called a "multiplier." A gross spending multiplier of 2.5 was used based on a review of relevant literature. Applying the multiplier to the estimated direct instate spending yields an estimated aggregate impact of $33.4 millionwithin Idaho for the 1983-84 season and $38.5 million for the 1984-85.

Comparison of Total Expenditures from All Outfitting Activities
1983-84 and 1984-85 Seasons (thousands of dollars)

	1983-84	1984-85
Client Fees	$12,504	$14,857
Licenses (hunting and fishing)	670	754
Travel Expenditures Within State	877	901
Lodging	696	706
Restaurants	674	697
Supplies	308	327
Groceries	194	215
Miscellaneous Retail	220	223
Taxidermy and Meat Packing	267	337
Gross Receipts	$16,410	$19,016

Estimated direct employment for the 1983-84 and the 1984-85 seasons was over 1,000 people. Due to the significant economic activity generated by outfitting and guiding, there was indirect employment attributable to the industry as well. This additional employment—mainly in retail services—is the additional employment in other establishments created in response to the secondary effects generated from the industry. The estimated indirect employment attributable to outfitting was approximately 600 full-time jobs in 1983-84 and 715 in 1984-85. Taking into account the seasonal nature of outfitting, these full-time jobs would be roughly equivalent to 2,400 seasonal jobs in 1983-84 and 2,860 in 1984-85.


Clients Served By Outfitters and Guides

Data Collection

Separate survey instruments for outfitters, guides and clients were used in the analysis. All outfitters and a sample of 815 guides were asked to complete detailed questionnaires showing what their activities were, what regions of the state they worked in, how many clients they served, the expenses they incurred, and the revenues they gnerated. About 1,300 clients were asked how they traveled to Idaho, where they spent their time in the state, and the nature of their spending in Idaho. Survey response rates were 25 percent for guides, 23 percent for outfitters, and 29 percent for clients.

The results of the surveys, together with data available from the Outfitters and Guides Board enabled these estimates of the economic impacts of the outfitting industry on the state.

Senator McClure. Next witness, Stan Mai.

STATEMENT OF STAN MAI, MAGIC VALLEY TRAIL MACHINE ASSOCIATION

Mr. Mai. Thank you, gentlemen.

My name is Stan Mai. I'm representing Magic Valley Trail Machine Association.

For 25 years MVTMA has represented the responsible trail motorcycle enthusiast. Our motto is: Conservation, courtesy and safety.

We, too, appreciate the time and effort that Senator McClure and Governor Andrus put into S. 2055. But sadly, we can't support it either in its present form.

We oppose this bill primarily because the acreage set aside is excessive. Considering the previously designated wilderness in Idaho, another 1.4 million acres is unwarranted.

The White Clouds should not be wilderness because they have been fully protected since 1972 under Public Law 92-400, the act creating the Sawtooth National Recreation area. Wilderness is not necessary in the White Clouds.

Under PL 92-400, absolutely and positively nothing bad will be allowed to happen there.

Under PL 92-400, Idaho can attract tourists to the White Clouds who appreciate Idaho's beauty and offer them a diversity of recreation opportunity not available in the wilderness, while assuring the preservation and protection of the area.

We appreciate that ORV interests were considered in proposing special management areas in the Smokies and Lime Creek. We do, however, have some reservations about the vague language in the bill.

Under the present language, a secretary of agriculture could mandate a couple of small sections of trail open to motorized vehicles, close all others and be within the parameters of the present proposal.

We also have reservations about trails exclusively for ORV use. It has never been our position to mandate exclusive use of trails. We feel they should be there for everyone to enjoy.

I have submitted written testimony which lists our exact objections and our specific recommendations for the changes in this bill.

Thank you.

Senator McClure. And that statement is made a part of the record. The attachments are made a part of the file.

Mr. Mai. Thank you.

[The prepared statement of Mr. Mai follows:]

Magic Valley Trail Machine Assn., Inc.

Conservation • Courtesy • Safety

S2055

for the
hearing record

Statement of Stan Mai
Representing

MAGIC VALLEY TRAIL MACHINE ASSOCIATION
P.O. Box 1023
Twin Falls, Idaho 83301

For 25 years the MVTMA has represented the responsible trail motorcycle enthusiast. Our motto is conservation, courtesy, safety. We appreciate the time and effort that Senator McClure and Govenor Andrus have put into S2055, sadly we cannot support this bill in its present form.

We oppose S2055 primarily because the acreage set aside is excessive. Considering the previously designated wilderness in Idaho, another 1.4 million acres is unwarranted.

When the Frank Church Wilderness was designated by Congress, the late Senator Frank Church indicated those 2.2 million acres would be the last major addition within the state of Idaho. (see attached newsletter January 1980). We consider this 1.4 million acres to be a major addition.

The boundaries of S2055 would be more inviting when viewed on a map and thus more attractive to tourists, if the lines did not jog in and out to exclude roads. Italian Peaks is an example of an unattractive boundary. Why not settle for a smaller more attractive shape? If tourism is important to Idaho's economy, let's make it look attractive on paper too!

S2055's soft release language does not really release. It merely allows the undesignated lands to be "out on parole" for ten to fifteen years until the next forest management master plan. The Forest Service could administratively mandate de-facto wilderness and keep it there indefinitely. An act of Congress would be required (another Idaho wilderness bill) to "resolve" the issue again. This is unacceptable.

Specifically by Area

The White Clouds

The White Clouds have been fully protected since 1972 under Public Law 92-400, the act creating the Sawtooth National Recreational Area. We urge our lawmakers to review PL92-400. We believe you will conclude that if the White Clouds are not made wilderness, absolutely and positively

Clouds are not made wilderness, absolutely and positively nothing bad will be allowed to happen there. Yes, without wilderness a chainsaw could be used to clear trails. A trailcat could be used to improve trails, as the trail from the Livingston Mill to Frog Lake was improved with such a machine.

If the Secretary of Agriculture deemed it appropriate to allow additional motorized recreation in the White Clouds, he has the authority. However, under PL92-400 he is required to protect the surface and scenic values. If additional motorcycle use were to be allowed, the motorcyclists would no doubt volunteer to improve trails with money (ORV funds) and manpower.

Under PL92-400, Idaho could attract tourists who appreciate Idaho's beauty, and offer them a diversity of recreation opportunity not available in wilderness. This could be done while "assuring the preservation and protection of the natural, scenic, historic, pastoral, and fish and wildlife values and to provide for the enhancement of the recreational values associated therewith", in the White Clouds forever. We urge you to adopt this option.

Should Congress fail to leave the White Clouds out of wilderness we submit the following recommendations.

We appreciate that S2055 leaves the trail from the Livingston Mill to Frog Lake and down Little Boulder Creek outside the boundary, and open to motorized recreation use. We assume the Williams Creek, Martin Creek loop trails (104-132-646), which make contact with the border of the proposed wilderness for a short distance, are to remain open for motorized recreation. For this we are thankful. Likewise the corridor along Germania Creek was done we believe, with good intentions, however, from our standpoint an important trail was missed. Trail #114 which runs from Germania Creek over to the Bowery Guard Station. Trail #114 has prior established use and volunteer maintenance by MVTMA members. It also offers a spectacular view of Castle Peak and the White Clouds. We urge you to leave #114 open and of course trails(120) east fork of the Salmon (112) west fork of east fork, and Grand Prize Gulch trail.

S2055 proposes to include as wilderness areas along Warm Springs Creek, Lookout Mountain and Rough Lake which the Sawtooth Forest Management Plan does not recommend as wilderness; we believe this is unwise. Lookout Mountain is a popular destination point for motorized recreation and has as a history of established use. We would urge the northwest boundary of the White Clouds proposal to follow the Sawtooth Forest Management Plan boundary.

See attached map showing MVTMA proposed boundary for the White Clouds and a copy of PL92-400.

The Pioneer Mountains

If the people of the Ketchum area prefer a wilderness at their back door we would be willing to withhold our objections for the north and west end of the Pioneer Proposal. The southeastern boundary should be drawn at the first standard parallel and exclude lands south and east of Copper Creek. (See attached map). The excluded portion is not of high wilderness quality. It's inclusion would add little to the federal wilderness preservation system.

We particularly object to taking in the old mining roads north of Garfield R.S. and the trail up Muldoon Canyon and down Iron Bog Creek to Iron Bog Lake. This trail has historically been popular for motorized recreation.

The Sawtooth Additions

The only justification we can see, for designating wilderness north of Trap Creek trail #627 is an attempt to essentially connect the Sawtooth Wilderness to the Frank Church Wilderness. Continuous wilderness is a poor reason to designate wilderness. This area is bordered on both sides by a paved highway. Automobiles and the sound of highway traffic can be seen and heard from the ridge between Banner Creek and Trap Creek. Many MVTMA members have traveled and maintained these trails which have been available for motorized recreation. Please refer to the Sawtooth travel plan. The Sawtooth National Forest management plan offers a better boundary, if we must have additional wilderness in the Sawtooths.

By the way, the Boise National Forest master plan has not been completed. It is not available for public inspection. It seems to us that the McCure/Andrus proposal is hasty, inasmuch, as these plans are useful to citizens and groups preparing testimony for Congressional consideration.

Red Mountain should not be wilderness. We appreciate that the eight-mile ridge trail has been left open, however, the trail out to Red Mountain is another popular destination for motorized recreationists. The old guard station building at Red Mountain has been removed but evidence of mans works remain. Consider a special management area instead. Remember when you are at Red Mountain you are near millions and millions of acres of existing wilderness.

Ten Mile / Black Warrior

To designate these areas wilderness is not a common sense addition.

The present Sawtooth Wilderness is within the SNRA. Ten Mile and Black Warrior are in the Boise National Forest, resulting in administrative confusion and added taxpayer expense.

Continuing visitor statistics indicate low use in the Sawtooth Wilderness. This is partially attributed to its large size and the edge effect (ie): few venture very far into the wilderness. Does it make sense to make a large wilderness even larger?

Ten Mile and Black Warrior should not be designated as wilderness. A special management area could protect their values if any real threat to maintaining their wilderness character exists.

Trinities

If you ever wanted to see ugly on a map, look at the proposal for the Trinities! Small chopped up separate areas make no sense at all. We have it on reasonable authority that the Boise National Forest is not recommending the Trinities for wilderness. If this is true, then these areas should definitely be removed from S2055.

The notion that the Trinities offer wilderness near Boise does not wash. It is easier for people from Boise to drive to Grandjean and the Sawtooth Wilderness, than to the Trinities.

Borah Peak

The in and out jogs to exclude roads make an unattractive boundary for the Borah Peak proposal. Jeep trail are numerous in the Mahogany Creek area. A better wilderness boundary would be accomplished by excluding the northern end, and the northeastern side. The Borah Peak proposal, scaled down , would be a sensible addition to the wilderness system. (see attached map).

Secesh Payette-Crest (pronouced see-sash)

Members of MVTMA who are familiar with the Secesh Payette Crest areas reacted with shock and dismay when they realized the scope of this quarter million acre proposal.

Are there to be no out of the way places with perhaps a mountain lake or two and somewhat scenic that would be available to those who choose to access them other than on foot or horseback?

With the Gospel Hump to the north, the Frank Church to the east, it cannot be argued that a "need' for additional wilderness exists in that part of Idaho.

If the principal purpose of S2055 is protecting the

Secesh Payette-Crest areas resource and scenic values. wilderness is overkill. Let's take our time and find a better solution.

Special Management Areas

Smokies and Lime Creek

We appreciate that ORV interests were considered in proposing special management areas in the Smokies and Lime Creek. We do, however, have some reservations about the vague language in the bill.

It is impossible to predict, at this time, how they would actually be administered. Under present language the Secretary of Agriculture could declare a couple of sections of trail open to motorized recreation, close all others and be within legal parameters. The Secretary is also required to close some trails to motorized recreation no matter what. We question the wisdom of Congress madating such a policy.

We have reservations about trails exclusively for ORV use. It has not been MVTMA's position to attempt to exclude others who may choose to enjoy these trails. We see little reason to require it in this case. If such an arrangement were for the purpose of scientific study, to accuractely measure the relative effects of the various forms of trail based recreation, we would of course reconsider.

We are also concerned about the ban on new trail construction. We do not favor excessive routing of trails. However, we believe it is not necessary to require an act of Congress to build a trail when the decision could be made administratively. The special management area concept is an idea whose time has come. We urge Senator McClure and Govenor Andrus to refine and amplify the scope and intent of the special management areas before submitting the bill in final form.

We request that this testimony, Senator Church's newsletter, the maps and PL92-400, be a part of the hearing record.

Senator **McClure**. Margaret Fuller.

STATEMENT OF MARGARET FULLER

Ms. **Fuller**. Thank you. I am Margaret Fuller from Weiser.

Senator McClure and Governor Andrus are to be commended for trying to resolve the difficult issue of Idaho wilderness.

Many of the areas I am familiar with have been included in their proposal, but in a few cases they have omitted scenic and fragile sections.

I will speak only about areas I have personally hiked, and not about the release languages, even though I do not agree with it.

In writing three hiking guidebooks to Idaho trails, I have extensively hiked all the areas I discuss in the testimony.

I also have written a book on the natural history of mountains, so I know how fragile mountain ecosystems are.

I belong to several organizations, but today I'm speaking only for myself.

In the bill the proposed wildernesses must possess outstanding natural characteristics giving recreation, solitude, physical and mental challenge and inspiration for all the American people. Notice it says "for all Americans," not just Idahoans.

Our mountains and scenery are one of our main resources. We need to ensure that we will keep them unspoiled so we can sell them again and again to vacationers.

In contrast, we can sell minerals only once. And the timber of a single area only once in 80 or 100 years.

The way to ensure the protection of these lands is to make them wilderness. They will become even more valuable as the population of the U.S. grows and more vacation areas become overcrowded.

We need to look ahead and see how much we will need this resource in the future.

I agree with the bill's proposal to designate the following areas I have hiked in as wilderness:

Secesh-Payette Crest, Snowbank, Red Mountain/Hanson Lakes, Trinities, Tenmile/Black Warrior, White Clouds, Pioneers and Mount Borah.

The areas which have had important sections omitted from them are: Snowbank, Secesh-Payette Crest, the White Clouds and the Pioneers.

Two areas, the Smoky Mountains and Rapid River have been omitted altogether. And the Boulder Mountains has had only a token section included as part of the White Cloud wilderness.

Because of these omissions this bill needs to be amended before it is passed.

Senator **McClure**. Thank you very much. Your entire statement is made a part of the record.

[The prepared statement of Ms. Fuller follows:]

TESTIMONY FOR 1988 WILDERNESS BILL BY MARGARET FULLER

Senator McClure and Governor Andrus are to be commended for trying to resolve the difficult issue of how much more Idaho wilderness is needed. Many of the areas I am familiar with have been included in their proposal, but in a few cases they have omitted especially scenic and fragile sections. I will speak only about areas that I have personally hiked and only about areas, not about release language even though I do not agree with that in the bill. I will leave that to experts in legal language. In writing three hiking guidebooks to Idaho trails I have extensively hiked all the areas I will discuss. I also have written a book on the natural history of mountains, so I know how fragile mountain ecosystems are. I belong to several organizations, but today I am speaking only for myself as a user of wilderness.

In the bill those areas designated wilderness must possess (quote) "outstanding natural characteristics giving recreation, solitude, physical and mental challenge and inspiration for the benefit of all of the American people;" Notice it says for all American people, not just Idahoans. Our mountains and scenery are one of our main resources. We need to insure that we will keep them unspoiled, so we can sell them again and again to vacationers. In contrast, we can sell minerals only once and the timber of a single area only once in 80 or 100 years. The way to insure the protection of these lands is to make them wilderness.

They will become even more valuable as the population of the U.S. grows and more vacation areas become overcrowded. We need to look ahead and see how much we will need this resource in the future. Any area which receives high back country recreation use and is unusually scenic should be made wilderness.

I agree with the bill's proposal to designate the following areas I have traveled in as wilderness: Secesh-Payette Crest, Snowbank, Red Mountain/Hanson Lakes, Trinities, Tenmile/Black Warrior, White Clouds, Pioneers, and Mt. Borah. I will not go over all the reasons each specific area should be wilderness. Most have outstanding scenery, such as that found in the unique range of white peaks in the White Clouds. Some have unusual geology, such as Mt. Borah with its earthquake fault and the state's only glacier and highest peak. Some, like Hanson Lakes, with quality scenery were mistakenly omitted when other wildernesses were created. Others, like the Pioneers, are the backyard of resorts such as Sun Valley. Some, like Tenmile/Black Warrior are little used but near population centers. This area contains the nearest trailhead to Boise for a hike to a high mountain lake. Other areas, like the Secesh-Payette Crest in McCall's backyard have the easily erodible soils of the Idaho batholith and drain into rivers vital for fishing.

Three areas proposed for wilderness I originally felt were not beautiful enough to be included: the Trinities, with its drive-in high mountain lakes close to Boise; Snowbank, the scenic backdrop for Cascade Reservoir; and Red Mountain, another close-to-Boise high mountain lake area. However, I now feel that it is right to include them because their very high recreation use will degrade their quality if they are not protected. Also, some have special threats. Red Mountain is continually threatened by logging that could ruin the water quality of the Payette River.

The areas which have had important sections omitted from them are Snowbank, Secesh - Payette Crest, the White Clouds, and the Pioneers. Two areas, the Smoky Mountains and Rapid River, have been omitted altogether, and one, the Boulder Mountains, has had only a token section included as part of the White Cloud Wilderness.

In outlining the Snowbank Wilderness, Blue Lake and its basin have been left out. This is a fragile, beautiful high lake basin, only one mile from the road and in need of protection. In planning the other wildernesses in this bill you haven't let a little thing like a road stop you from putting part of a wilderness on both sides of a road corridor. Why did you let it stop you here?

In the Needles section of the Secesh-Payette Crest Wilderness The Needles Peak, so dramatic from Long Valley, has been omitted. How can you have a whole section of this wilderness called Needles and leave out the landmark it is named for?

From Railroad Ridge in the White Clouds you can see four lakes and many mountains including Mt. Borah, Castle Peak, the White Peaks of the White Clouds, the Salmon River Mountains of the Frank Church-River of No Return Wilderness. A herd of pronghorn antelope summers here and on the ridge grow alpine flowers such as alpine forget-me-not which are scarce in Idaho. Because the ridge, 10,000 feet, is above timberline its growing season is very short so its ecosystem is fragile. You should include as much of the ridge as possible in the White Clouds Wilderness. The Sawtooth Forest plan seems to include more of Railroad Ridge than your proposal does. Even if some of the ridge is left non-wilderness, the road should be closed to public motor vehicle use.

In outlining the Pioneer Wilderness you have omitted some of the most dramatic scenery in an area closed to trail bikes and where existing trails are sketchy. This area, the upper Fall Creek drainage, beginning at the Moose Lake - Fall Creek trail junction should be wilderness. I am talking about Moose Lake, Surprise Valley and the lake basins of Betty and Goat Lakes. Surprise Valley is at timberline and Betty and Goat Lakes are above timberline, so these are fragile areas.

The Boulder Mountains, with their colorful stripes and resident mountain goats, are also part of Sun Valley's backyard and right behind the headquarters of the S.N.R.A. Why did you include only a token area? If you felt a trail bike corridor for

Germania Creek was essential, you could have proposed another one for the West Fork of the East Fork Trail and then included the high peaks of the Boulder Mountains south of that in wilderness. Within these peaks, Boulder Basin is a historic site needing protection. The historic buildings are threatened by jeep and trail bike access and no mining has occurred here for many years. North Fork Lake on the Challis Forest is an amazing geological example where the orange rock on one side of the lake meets the gray rock on the other side of the lake in wide vertical stripes at the head of the lake. West Pass Creek Divide is one of the outstanding scenic spots in the S.N.R.A. with alpine vegetation and a view of the white peaks of the White Clouds beyond the red and orange peaks of West Pass Creek.

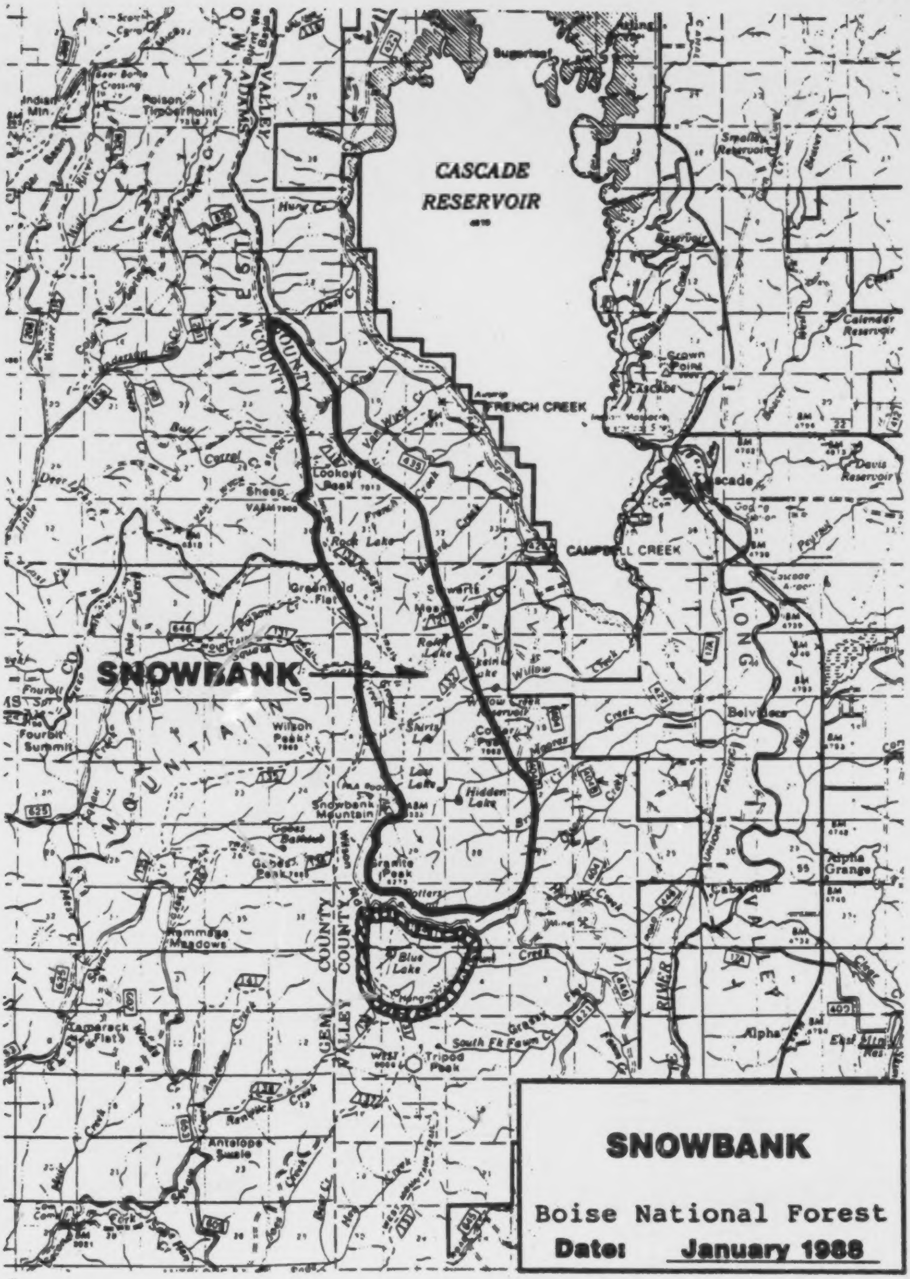
The high peaks of the Smoky Mountains are as deserving as those included in the other wildernesses. Within the Smokies two areas need wilderness protection. The first includes the high lake basins at the head of Prairie, Norton, and Titus Creeks, now being managed by the S.N.R.A. This area is important for recreation for Sun Valley and the nearby Forest Service summer home areas. Another is an area of high lakes that was left out of the southern part of the Sawtooth Wilderness when it was formed: Ross Fork Lakes, Bass Lakes and Perkons Lake. This section sees little use because access roads are long and poor, so it is especially suitable for wilderness.

You have omitted the Rapid River from your proposal. This beautiful, rugged canyon has one of the few trails in Idaho that is open most of the year. It is unique because in June its water is so rushing it is entirely white. It has been proposed for a wild and scenic river. Preserving it as wilderness will mean it will always be an alternative to the more crowded Hells Canyon for spring and fall hikes.

Because the tops of the canyon walls are more than a half mile from the river the South Fork of the Salmon needs more protection from logging than a half mile on either side. And you have left a five mile section between the Lick Creek Road and the proposed Secesh Wilderness unprotected. All these slopes erode quickly. For example, in one four-hour rainstorm I have seen foot-deep ruts eroded in the road to the Hettinger Ranch farther down the South Fork.

Including the areas I suggest would add only about 90,000 acres to the proposed wilderness, so is not a major addition but would protect some important scenic areas. Please see the attached maps for outlines of my proposed additions.

Map # 9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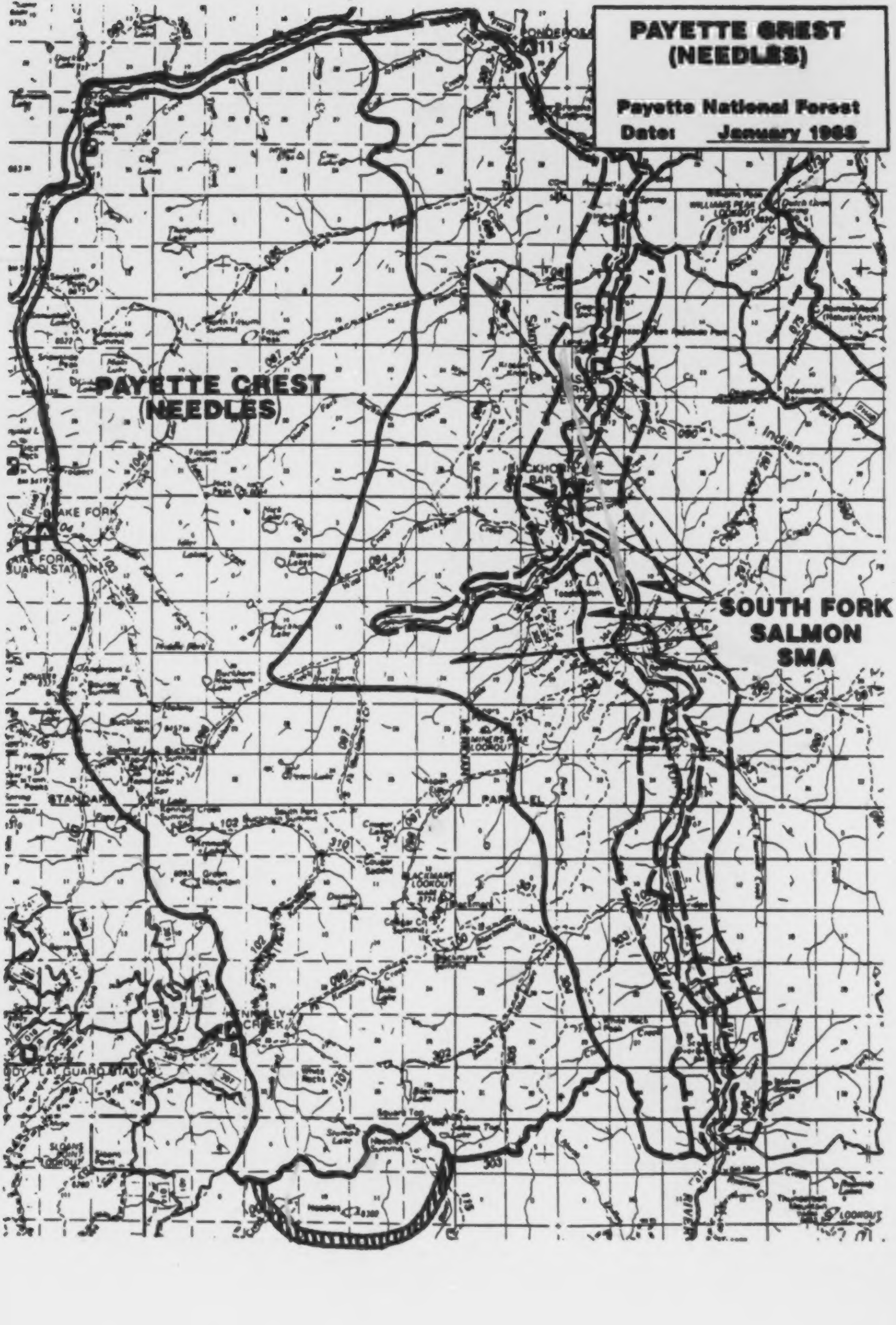
Sugarloaf
Indian Mtn.
Poison Timber Point
Bear Bone Crossing
ADAMS
VALLEY
COUNTY
Lookout Peak
Sheep
Rock Lake
Greenfield Flat
FRENCH CREEK
CAMPBELL CREEK
Crown Point
Cascade
Calender Reservoir
Davis Reservoir
SNOWBANK
MOUNTAINS
Fourbit Summit
Wilson Peak
Snowbank Mountain
Hidden Lake
Granite Peak
Gabes Peak
Blue Lake
Tripod Peak
GEM COUNTY
VALLEY COUNTY
South Fk Fawn
Renwick Creek
Tamarack Flats
Antelope Swale
Willow Creek
Belvidere
LONG VALLEY
UNION PACIFIC
RIVER
Cabarton
Alpha Grange
Alpha

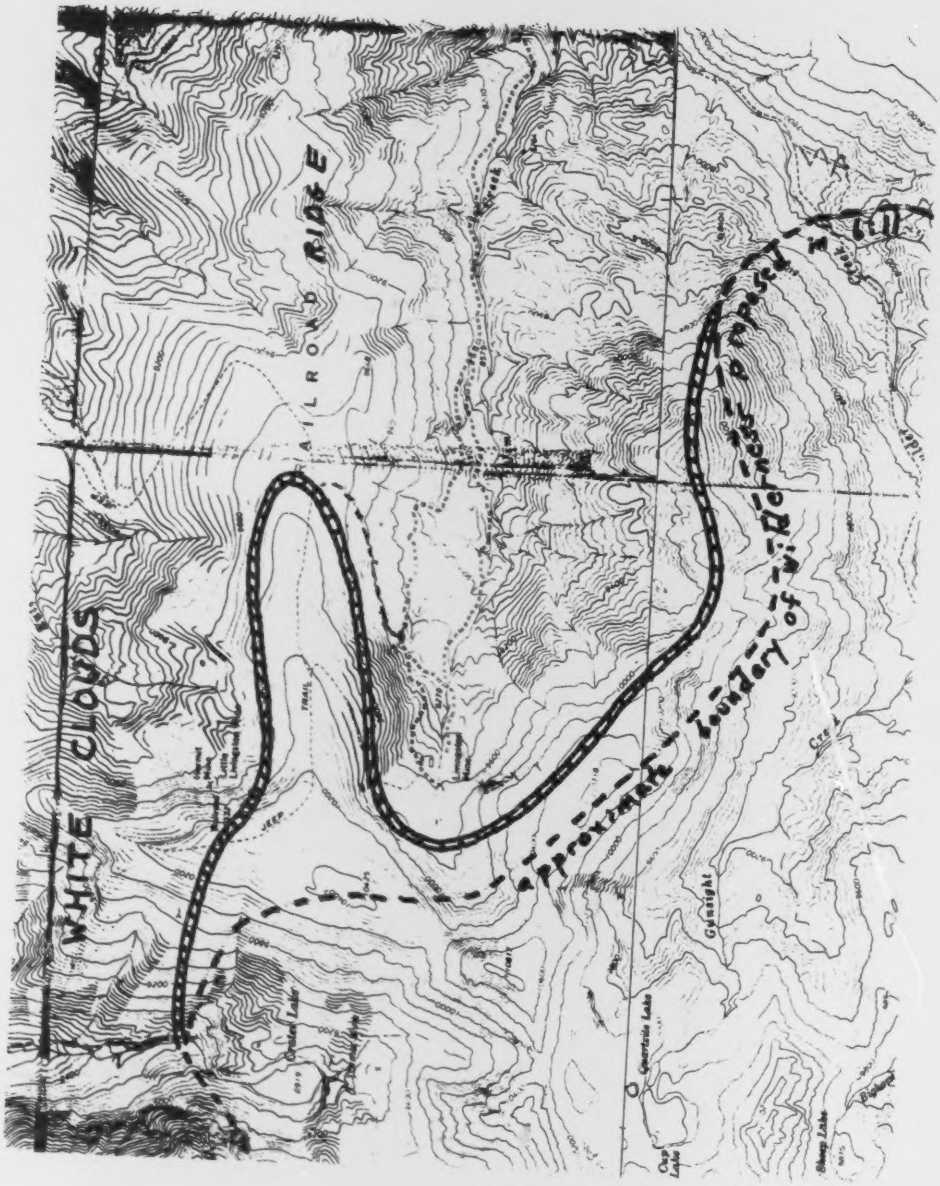
SNOWBANK

Boise National Forest

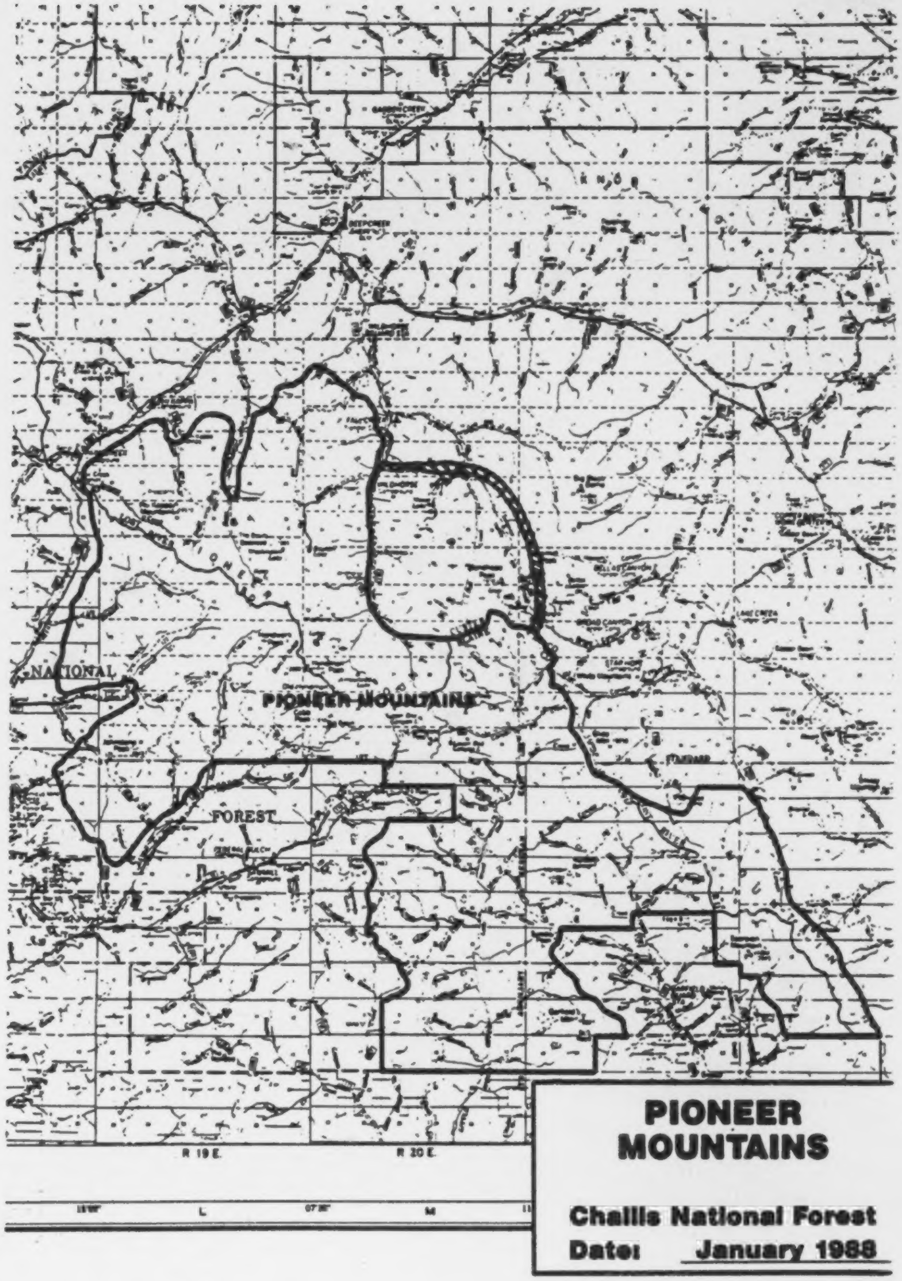
Date: January 1988

Map # 6


PAYETTE CREST
(NEEDLES)
Payette National Forest
Date: January 1988
PAYETTE CREST
(NEEDLES)
SOUTH FORK
SALMON
SMA
PONDEROSA
WILLIAMS PEAK LOOKOUT
BUCKHORN BAR
LAKE FORK
LAKE FORK GUARD STATION
STANDARD
PARALLEL
MINERS PEAK LOOKOUT
BLACKMARE LOOKOUT
KENNALLY CREEK
LOOKOUT

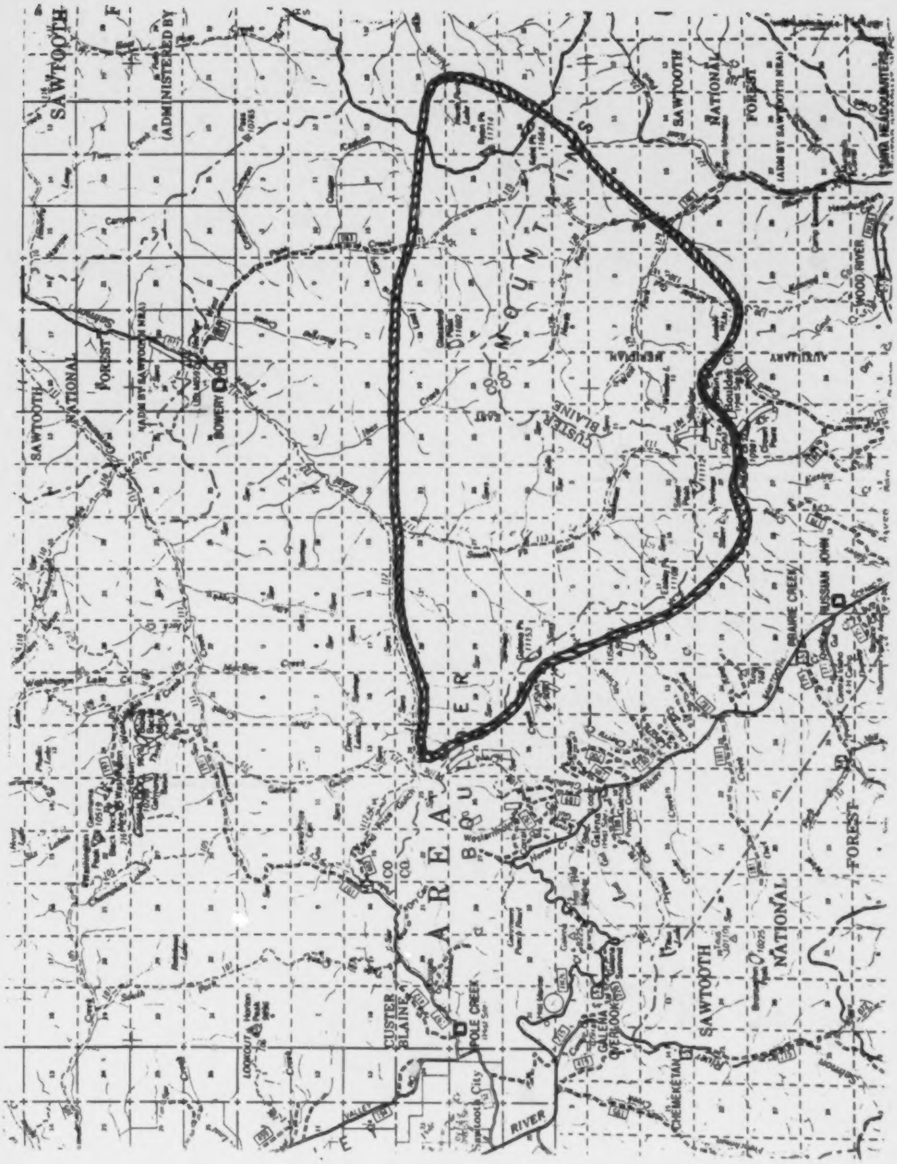

WHITE CLOUDS
RAILROAD RIDGE
approximate boundary of Wilderness proposed
TRAIL
JEEP
Gunsight
Quartzite Lake
Cup Lake
Sheep Lake

Map #

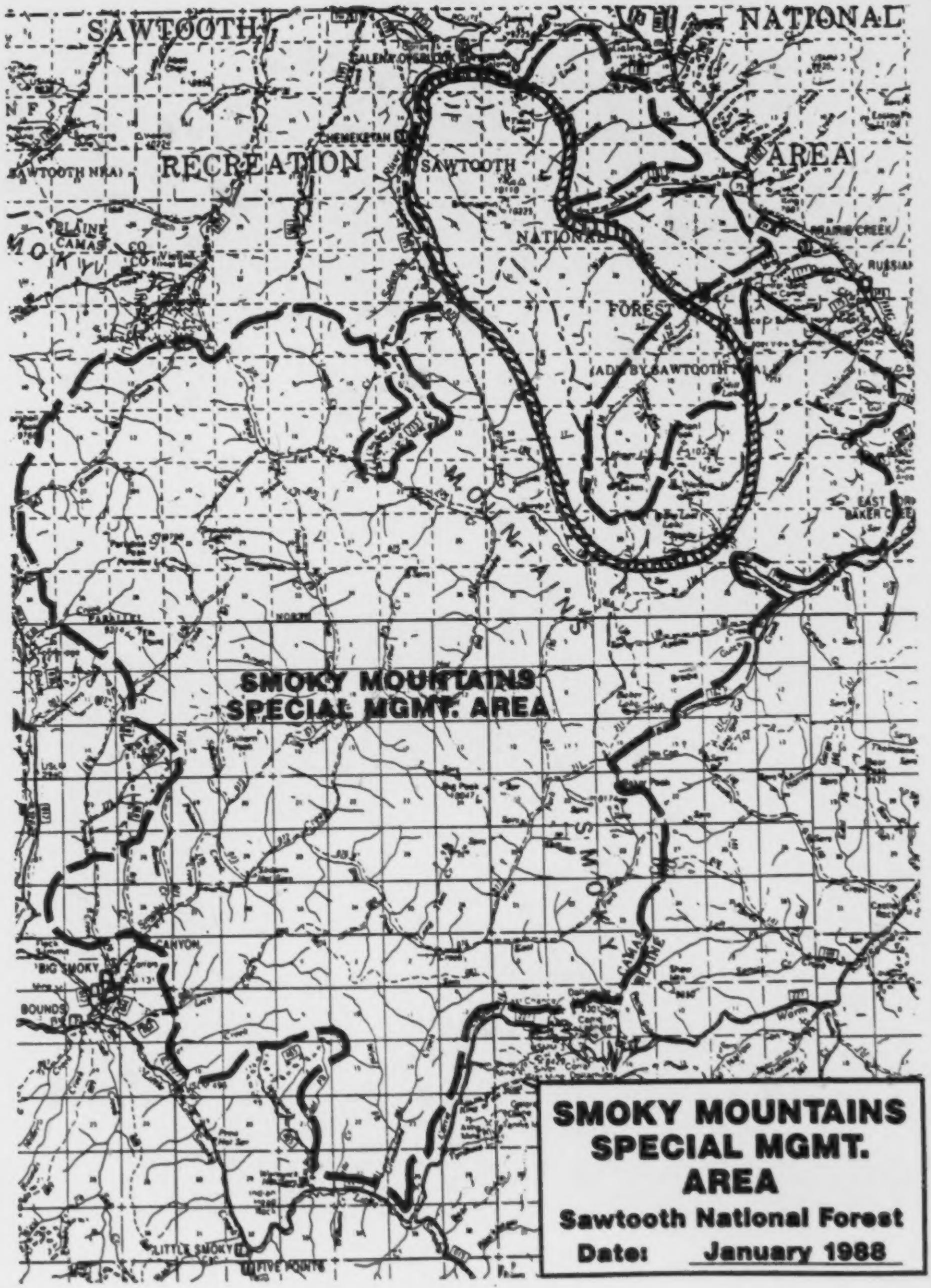

NATIONAL
PIONEER MOUNTAINS
FOREST
R 19 E.
R 20 E.

PIONEER MOUNTAINS

Challis National Forest
Date: January 1988


SAWTOOTH
NATIONAL
FOREST
(ADMINISTERED BY SAWTOOTH NRA)
BOWERY
BOULDER
MOUNTAINS
AREA
CUSTER
BLAINE
CO.
POLE CREEK
GALENA
OVERLOOK
LOOKOUT
Horton Peak
CHEMEKETAN
RIVER
WOOD RIVER
PRAIRIE CREEK
RUSSIAN JOHN
SAWTOOTH HEADQUARTERS

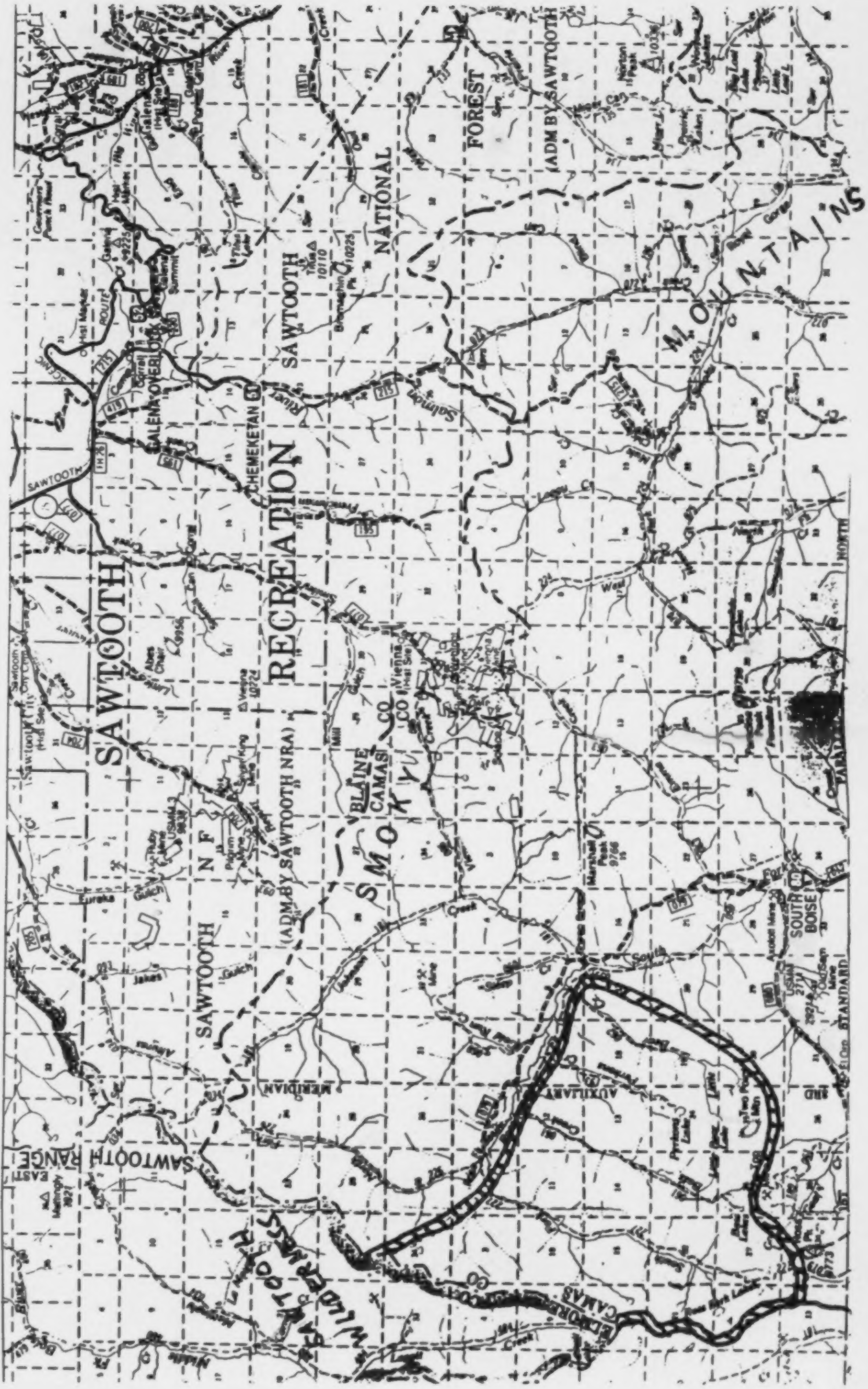
Map # 13

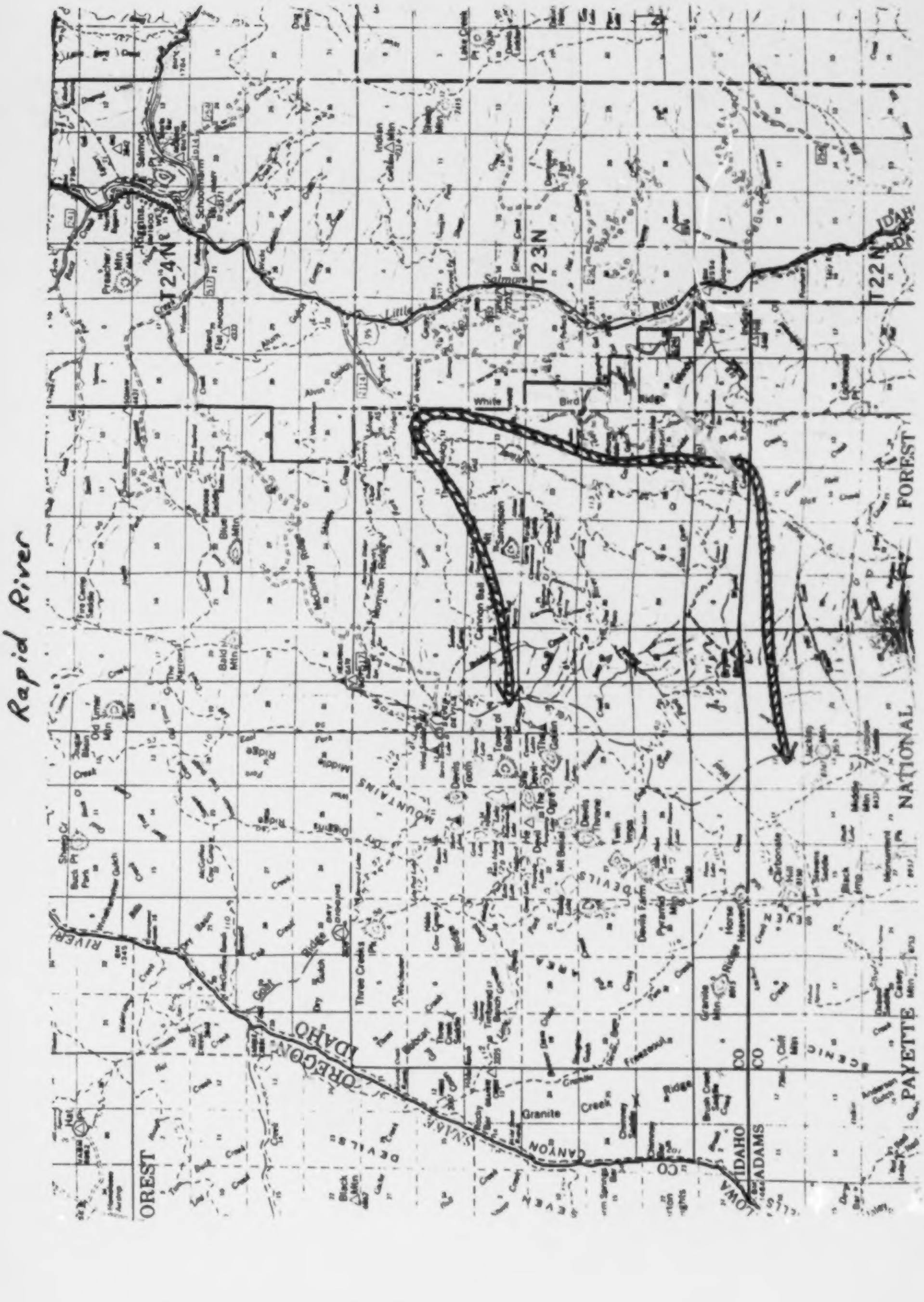

SAWTOOTH
NATIONAL
N F
RECREATION
AREA
SAWTOOTH NRA
BLAINE
CAMAS
CO
GALENA
CHEMEKETAN
SAWTOOTH
NATIONAL
FOREST
(ADM BY SAWTOOTH NRA)
RUSSIAN
EAST FORK
BAKER CREEK
MOUNTAINS
SMOKY MOUNTAINS
SPECIAL MGMT. AREA
SMOKY
CAMAS
BLAINE
CANYON
BIG SMOKY
BOUNDS
LITTLE SMOKY
FIVE POINTS

SMOKY MOUNTAINS SPECIAL MGMT. AREA

Sawtooth National Forest

Date: January 1988


SAWTOOTH
RECREATION
SAWTOOTH
NATIONAL
FOREST
(ADM BY SAWTOOTH
SAWTOOTH
N F
(ADM BY SAWTOOTH NRA)
SAWTOOTH
SMOKY
MOUNTAINS
BLAINE CO
CAMAS CO
SAWTOOTH WILDERNESS
EAST SAWTOOTH RANGE
MERIDIAN
AUXILIARY
CAMAS
GALENA OVERLOOK
CHEMEKETAN
SOUTH BOISE
STANDARD
NORTH
SCENIC ROUTE
Galena Summit
Marshall Peak
Eureka Gulch
Jakes Gulch
Mill Gulch
Vienna
Salmon River


Rapid River
T24N
T23N
T22N
Salmon
Little
River
White
Bird
Ridge
Indian Creek Mtn
Preacher Mtn
Middle Ridge
MOUNTAINS
DEVILS
SEVEN
DEVILS
CANYON
Three Creeks
Granite Creek
Ridge
Horse Heaven
IDAHO
OREGON
RIVER
IDAHO CO
ADAMS CO
PAYETTE
NATIONAL
FOREST
OREST
SCENIC

Senator McClure. Ed Stockly.

STATEMENT OF EDWIN W. STOCKLY, IDAHO NATURAL RESOURCES LEGAL FOUNDATION, INC.

Mr. Stockly. Thank you, Mr. Chairman.

Senator McClure. Pull the microphones over, please.

Mr. Stockly. Thank you, Mr. Chairman. I am Ed Stockly speaking on behalf of the Idaho Natural Resources Legal Foundation.

In my written testimony, which I understand will be a part of the record, I comment on three sections of the proposed bill. Sections 103(a)(1), 103(a)(6), and 302(a). Right now I will just comment very briefly on the problems I have with those three sections.

Section 103(a)(1) has a phrase in it, "notwithstanding any other provision of law. '

This is an extremely broad phrase. It exempts the activities carried on not only in Management A, the grizzly bear area, but also the Bonners Ferry district and the Idaho Panhandle National Forests from all provisions of at least existing law, the National Environmental Policy Act, the National Forest Management Act and so forth.

Governor Andrus, I've heard you speak disparagingly of Plumb Creek. My belief is that if this language is enacted, the Idaho Panhandle National Forest will be turned over to Plumb Creek and its clones, and we will have no more recourse against them than we have against Plumb Creek now.

With respect to 103(a)(6), the South Fork Salmon River, two basic problems with that. One is it relies too much on monitoring. The problem of relying on monitoring is monitoring tells you when you're in trouble, not when you're going to get into trouble. Monitoring tells you when the sediment is in the river, not that it's on its way.

The other problem is there is some language in there that says the sediment level existing today shall not be increased.

Some 55 percent of the anadromous fish habitat is degraded now. The United States government should not accept that as a reasonable state. Every effort should be made to remove that.

Thank you, Senator.

[The prepared statement of Mr. Stockly follows:]

TESTIMONY OF IDAHO NATURAL RESOURCES LEGAL FOUNDATION
ON S. 2055, 100th CONGRESS, 2d SESSION
BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
BOISE, IDAHO, MARCH 11, 1988

Mr. Chairman:

Idaho Natural Resources Legal Foundation appreciates the opportunity to appear before you and to submit testimony on S. 2055, the proposed "Idaho Forest Management Act of 1988." The Legal Foundation was organized in 1984 to provide legal services to the conservation and environmental groups in Idaho. It is not a member of the Idaho Wildlands Defense Coalition and does not speak for the Coalition. Our review of S. 2055 has been limited to a review of the proposed language; we have no comment to make on the areas proposed for designation as wilderness or on their boundaries.

The Legal Foundation's comments are as follows:

1. Section 103(a)(1) contains a provision beginning with the words, "Notwithstanding any other provision of law. . ." (page 11, lines 1 and 2)[1]. This language is very broad, and it should be used only in exceptional cases. This is not such a case. If the intent is to require the increase in the allowable sales quantity of timber specified on line 4, page 11, despite the facts that the area is identified on the Idaho Panhandle National Forest Plan as habitat for the grizzly bear, a species listed as threatened or endangered in accordance with the Endangered Species Act, and that the increased timber harvest might destroy vital habitat and thus

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[1] All references by page and line number are to the bill as introduced.

be a violation of the Endangered Species Act, then narrower language would be more appropriate. The language used, "Notwithstanding any other provision of law. . ." would require the Forest Service to ignore not only the Endangered Species Act but also all other laws that might prevent the increase of the annual allowable sale quantity. Those laws include The National Environmental Policy Act, The National Forest Management Act, The Multiple Use and Sustained Yield Act, The Forest and Rangeland Renewable Resource Planning Act, The Clean Water Act, The Clean Air Act, to name a few.

Equally important is the fact that the provision "Notwithstanding any other provision of law. . ." applies not only to the requirement that the annual allowable sale quantity for Area A of the proposed Bonners Ferry Special Management Area, but also to the Bonners Ferry Ranger District (page 11, line 9) and the Idaho Panhandle National Forest (page 11, line 12). Since the sentence beginning with the quoted words requires an increase in the annual allowable sales quantities for the Bonners Ferry District of the Idaho Panhandle National Forest and for the entire Idaho National Forest, the effect could be extraordinary.

The increase of the annual allowable sales quantities for the Bonners Ferry District and for the Idaho Panhandle National Forest is required only for the "first planning period," but there is no such limitation on the increase required in the annual allowable sale quantity for Area A of the Bonners Ferry Special Management District.

2. Section 103 (a)(6) contains language the effect of which is to threaten the possible recovery of the South Fork Salmon River from its present degraded state and thus to threaten the recovery of the wild

species of summer chinook salmon in the Columbia River system. The present state of the South Fork Salmon River is that the habitat potential for summer chinook salmon and for steelhead trout is estimated to be about 55% of the natural habitat. Habitat has been lost because of sediment that has entered the river, the result of poor management activities over a period of years. The Payette National Forest is recognizing that the river is not recovering under present management, and is proposing new management that is designed to reduce the load of sediment presently entering the river so that the existing load will be flushed out over time and the habitat be restored to levels more nearly approaching the natural level.

Section 103 (a)(6)(B) would authorize timber harvesting within the South Fork Salmon River drainage (although not within one half mile of the center line of the River). The timber harvest is allowed "only to the extent such harvesting results in no net increase in sediment deposit." (page16, line 25 and page 17, line 1). The effect of this language is to accept the present degraded state of the anadromous fish habitat. The present fish habitat is not sufficient to support minimum viable populations of wild summer chinook salmon.

Section 103 (a)(6)(B)(ii) requires the use of a computer model to estimate the amount of sediment to be deposited in the reach system by timber harvesting. The model does not exist that makes such predictions accurately. Mitigation is required only of the amount of sediment predicted to be deposited without regard to the reality (page 17, lines 11 and 12).

Section 103 (a) (6)(B)(v) requires the monitoring of the sediment entering the reach system from all commercial activities. The only authority for halting a commercial activity is if it results in the deposit in the reach system of sediments in amounts in excess of the amount predicted. Monitoring of sediment entering the reach system is not a satisfactory warning system for two reasons. First, monitoring of sediment entering the watercourse only gives an alert after the sediment has entered the water; the sediment should be stopped before it starts toward the river system. Second, it may take years for the sediment to enter the reach system. By that time the commercial activity will be concluded, and no mitigation will be required.

3. Section 302(a) is, within the State of Idaho, an express denial of any reservation of water rights "for any purpose" by "the Wilderness Act, this Act nor any other legislation designating lands as wilderness or special management areas." (Page 25, lines 16 through 20). The section does not affect the validity of any existing water right which may have been acquired for the primary purpose for which such lands were originally withdrawn. (Page 25, lines 24 and 25, page 26, lines 1 through 4). This language might be considered harmless, so long as lands within the National Forest System are considered. Those lands are all at the headwaters of streams or rivers, so that there are no upstream users who might be damaged by not being allowed to appropriate water because of a conflict with a reserved water right in a wilderness area. It is possible to construct hypothetical situations, involving the doctrine of United States v. New Mexico, 438 U.S. 696 (1978) and section 4(d)4 of the Wilderness Act which authorizes the development of water projects within wilderness areas under certain circumstances, in which the denial of any reserved water right for wilderness could prove detrimental to the land reserved or the wilderness

use, but it is extremely unlikely that any of those situations would actually come to pass.

The real danger is not to wilderness areas on lands within the National Forest System. The danger is to wilderness areas, or wilderness study areas, under the jurisdiction of the Bureau of Land Management. Many of those areas are located on streams or rivers, far from the headwaters. They are so located that there are upstream users. As an example, the Bureau of Land Management and permittees are engaged in a program of piping water from streams to high, arid plateaus and opening those plateaus up to cattle grazing. Such activity could dewater a stream to the extent that the wildlife within a downstream wilderness area would be endangered. The language under consideration makes it clear that under such circumstances it would not be possible to stop the new development and preserve the wilderness.

Idaho Natural Resources Legal Foundation considers the three portions of S. 2055 commented on to pose significant risks to valuable natural resources located within the State of Idaho. The Legal Foundation recommends that these provisions be redrafted to eliminate those risks.

Respectfully submitted this 11th day of March, 1988.

Idaho Natural Resources
Legal Foundation, Inc.

by Edwin W. Stockly
Edwin W. Stockly
Lawyer and Chief Executive Officer
Post Office Box 1946
Boise, Idaho 83701

Senator McClure. Thank you very much.
Rich Knoblock.

STATEMENT OF RICH KNOBLOCK

Mr. Knoblock. Governor Andrus, Senator McClure, I am very much against any more wilderness. I'm going to give a reason for it shortly.

There's nearly 4-million acres in wilderness in Idaho right now, why not just designate the whole state as wilderness.

The bill introduced by Congressman Peter Kostmayer of Pennsylvania even added another 4-million acres to Idaho wilderness. What I would like to know is what the hell is an easterner doing trying to tell us how many acres of wilderness we should set aside.

When the states were formed and asked to join the Union, each was a sovereign state and was to control all the public lands that are in the state.

What are we doing letting the bureaucrats control us? I'm going to take a moment and give you the definition of a bureaucrat.

A bureaucrat is—definition of bureaucrat is—bureaucrat is like a baby. Bureaucrats have an uncontrollable appetite at one end and no sense of responsibility at the other.

When the Sawtooth wilderness was formed, the bureaucrats spent millions of dollars in new buildings and so-called new improvements, plus a huge new crew of employees. That's the reason I'm against wilderness.

The Forest Service really has nothing to do with the wilderness. At Grandjean there's a chunk of wilderness that jets out into the area there, and they were sending men clear around from Sun Valley to administrate that little chunk there, even when the Lowman ranger station was only a few miles away.

Let's let the Forest Service handle all the land that's to be up yet and let the state handle all the public land. Or better yet, let the state handle the public lands.

I'm going to jet another little one in here. I'm sorry. I don't have much to say here.

By the way, I've got a bulletin here that I'm basing all the rest I say here. And you watch when I get off of here, I've got a bunch of them bulletins here, and you've got to read that because I'm very brief in it here.

Okay.

Senator McClure. Rich, your time has expired.

Mr. Knoblock. It is already?

Senator McClure. Yes, sir. Time goes fast when you're having fun.

Mr. Knoblock. I shouldn't have said that bit about the bureaucrats.

Well, anyway, ask me for this or write Mountain Man, Garden Valley. The reason for Mountain Man, you can remember that. Send a stamped envelope, and I'll let you study the whole thing good. That's the way to do it anyway.

Thank you.

Senator McClure. Surely.

[The prepared statement of Mr. Knoblock follows:]

I am very much against any more Wilderness Areas. Nearly 4 million acres in Idaho now. Why not just designate the whole state Wilderness? A bill introduced by Congressman Peter Kostmeyer of PA would add another 4 million acres to Idaho Wilderness. What the hell is an easterner doing in trying to tell how much Wilderness we should set aside?

When the States were formed and asked to join the Union each was a Sovereign State and was to control all the Public Lands within the State.

What are we doing letting the bureaucrats control us?

When the Sawtooth Wilderness was formed the Bureaucrats spent millions in new building and so called new improvements, plus a huge new crew of employees.

The Forest Service really has nothing to do with the Wilderness. A chunk of Wilderness juts out at Grand Jean and they send men clear from Sun Valley to administer even though the Lowman Ranger is only a few miles away.

Let's let the Forest Service handle all the land or better yet let the State handle all the Public Land.

The Fourth World Wilderness Council International met in Denver and Aspen, CO Feb 11 - 18 with 1500 people from sixty countries signed up. First meeting in Denver to initiate a World Banking Cartel to collaterate 30% of the World Land Surface. The first meeting in Denver then moved to Aspen where the shirt sleeve work was done with Rockefeller, the Chase Manhatten Bank, and a galaxy of speakers from Finance and Government in attendance. Rockefeller spoke followed by other speakers. Then Sec. of Treasurer James Baker saying Conservation follows growth and development which doesn't quite jibe.

The 30% of the World Surface proposed to be collateralized by the World Bank would be the billions owed by the Third World Countries and all indebted to them including the U.S. probably through the U.N. and laws slipped through Congress and other governing bodies by the World Bank similar to our Federal Reserve System which are the answers for the terrible financial systems.

Which means get our land back for state control now.

[illegible] BLOCK
Garden Valley
Idaho 83622

Senator McClure. The next witness is Bill Uhl.

STATEMENT OF BILL UHL

Mr. Uhl. I am an Idaho trailbike rider, to start with. And I'm also a cross-country skier and enjoy the outdoors in all manners.

I would like to talk about the fact that I've found no studies that support the claim that trailbikes are harmful to the wildlife. In fact, the studies show just the opposite. And I will quote some of the studies now.

Ward and Cupal, 1976. "The single thing that puts the most stress in wild animals is man on foot."

Basile and Lonner, 1979. "Road closure caused no change in elk distribution."

In Arizona, Burbridge and Neff, 1976; and Oregon, Coggins, 1976; and Idaho, Irwin and Peek, 1979 have stated, "investigators have been unable to detect any change in elk harvest as a result of travel restrictions."

So the key to protecting the animals is to provide adequate security cover along with thermal cover; and, of course, food. But none of these are affected by the use of trailbikes.

From the 1984 Western States and Provinces Elk Workshop, Edmonton, Alberta, Canada, page 36, "Elk show more tolerance for moving traffic than pedestrians."

Also, if the deer were lying down in good cover, neither deer showed displacement response to people operating chain saws within 100 meters, page 38.

"Elk use of existing habitat appears to depend largely on learned behavior," page 445.

Also, elk apparently may become conditioned to human activity if exposed for periods of time to a predictable disturbance that does not harm them, such as Yellowstone National Park and other places.

Elk and Land Management, Chapter 11, page 468, Jack Lyon and Ward was that, quote, "Elk have learned to get along with trailbikes because trailbikes do not harm them and is a predictable disturbance."

Senator McClure. Thank you very much. Your statement will appear in full in the record. The attachment will be placed in the file.

Mr. UHL. Okay. Thank you.

[The prepared statement of Mr. Uhl follows:]

TESTIMONY

To start with, this is not your land, and it is not mine; it is public land for all to enjoy.

I would like to thank Governor Cecil Andrus and Senator James McClure for realizing for the first time that the silent majority have a legitimate right to use public lands for recreation. The correpondence that I have received from Senators say that only 4% of the people that visit Idaho for recreation use the wilderness areas, and out of that 4%, over 90% only use our wild rivers.

What about the remaining 96% of the people that traditionally have used public lands for recreation? As a motorized trail bike rider, I'm much like the Elk being run off of my range and confined to smaller and smaller areas like feed lots. Barely able to survive. In 1964 there were over 18,000 miles of trails open for my use and now only 8,000 miles remain open. I call it the feed lot syndrome. You will keep making the areas smaller and smaller, confining the use until resource damage occurs, then you will charge me with abusing the land when in fact you created the problem by putting me in a feed lot without the room to move.

I, as a motorized trail bike user, in good faith have entrusted my money to a state agency by buying a off-highway sticker and the gas tax rebate. After approval by the state agencies, my money was spent on trail system improvements and trail maintenance for my use over the past 13 years and now that the trail systems have been improved and are in good repair for all to use. You now are going to lock me out of key trails that make the system unusuable. Therefore, steal from me the results of our efforts and monies spent. I ask that those trail systems that I have spent my money on be left as corridors or as special management areas for motorized trail users. We are only talking about a two foot wide trail, not millions of acres. If trail bike use has been so detrimental, how could these areas still fit your wilderness criteria?

In all the areas that more wilderness is proposed, the wilderness experience is already available close at hand and I would strongly recommend special management areas instead of more and more wilderness. This would allow the Forest Service to maitain its management abilities for the improvement of wildlife habitats and protection of the environment and still allow motorized recreation in the area.

According to wildlife studies (A. Lorin Ward and Jerry Cupal 1975-76 Exhibit A) the single thing that puts the most stress on wild animals is man on foot. (You might say that by stopping motorized access you would limit man on foot, but in the final report of the Montana Cooperative Elk-Logging Study 1970-1985, page 40, this is not the case.

"...that in areas that were 2/3 forested the travel restrictions resulted in increased hunting pressure, more foot travel, more elk seen and therefore more killed per hunter."

(Basile & Lonner, 1979.) "...road closure caused no change in elk distribution. In Arizona (Burbridge & Neff, 1976) and Oregon (Coggins, 1976) and Idaho (Irwin & Peek, 1979) have stated "...investigators have been unable to detect any change in elk harvest as a result of travel restrictions.

So, the key to protecting the animals is to provide adequate security cover along with thermal cover and , of course, food, but none of these are affected by the use of trail bikes.

From the 1984 western states and provinces Elk Workshop Edmonton Alberta Canada, page 36, "Elk show more tolerance for moving traffic than pedestrians". Also, if the deer were lying down in good cover, neither deer showed displacement response to people operating chain saws within 100 m[illegible] (page 38).

"Elk use of existing habitat appears to depend largely on learned behavior" (page 445).

Also, Elk apparently may become conditioned to human activity if exposed for periods of time to a predictable disturbance that does not harm them. (Elk and Land Management Chapter 11, page 468, Jack Lyon and Lorin Ward). Elk have learned to get along with trail bikes becuase the trail bike does not harm them add is a predictable disturbance.

CONCLUSION

In my research, I have found no studies that will support the claim that trail bike riding is harmful to the Elk or the environment when used correctly all claims are assumed because a trail bike has a motor. Let's compare apples to apples, not apples to oranges. This whole debate is a philosophical one because the facts do not support the claims that wilderness is beneficial for the animals and their related habitats. In fact, just the opposite conclusion is being reached. So, please strongly consider the use of special management units instead of more wilderness because special management will provide the protection needed and still allow for management and motorized recreation. My second choice would be the use of corridors to connect the trail systems together.

The following are specific recommendations:

1. Red Mountain Area - please allow the Kirkham Ridge, link trail to be used as a corridor to enable trail bikes to make a trail system loop with the Warm Springs Creek trail. Without this corridor, the trail system with Warm Springs trail is cut off.
2. Trinity Mtns. - My overall recommendation would be to make this area a special anagement area because it is such a popular snowmobile area and supports the winter economy of the local area. Secondly, the Roaring River trail #045 needs to be a trail bike corridor since it is part of the loop system there and it has had over $12,000 in ORMV Funds spent on it. The third recommendation would be to provide a corridor on the Lava Mtn. trail #125 to connect to the Snow Slide trail #123, as that trail is part of the loop and the present proposal cuts it off. This corridor could be relocated down the mountain towards Prairie if absolutely necessary and a new trail constructed. Also, trail #172 (Cross Cut trail) is being cut off on the northeast boundary of this area and will stop the loop ride on this trail system. This trail was constructed with ORMV Funds just finished 2 years ago.
3. Lime Creek - The main concern with this area is to protect its fishery and we need to keep intact the total trail system that is presently open to trail bikers and manage it as we presently are. The Lime Creek area has had over $100,000 of ORMV funds spent on the trails to protect the use and environment.

4. Smokey Mountains (special management area) This area definitely needs to stay a special management area, which will protect the area, but still allow management for wildife and their habitats, along with the use of its trail system bythe trail biker. It is so very important to keep the whole trail system together, so loop rides are possible and therefore spread the use.

5. Sawtooth Completion (Tenmile W. Black Warrior) In this area, the boundaries are not clear on trail #052 Lodgepole trail and trail #051 Swanholm Peak trail and Eagle Creek trail #053. I have also noticed this in the other areas with trails along the proposed boundaries such as trail #172 Cross Cut trail (Trinities), and trail #148, Links trail and trail #144, Kirkham Ridge trail (Red Mountain). Without these trails, you will increase the use on the remaining trails by stopping the trail loop system. Please Note: The boundries are not clear for these Trails also (Trinities) Trail # 125, 126, 127, and 122 on the west and North purposed boundries. also tr.# 270 Greens CR. where it meets the cross cut trail #172 and the cross cut trail its self at that point. These areas are indicated in yellow on Map's #11, #14, #10 please refur to the mapes. also include Trail #176 Bearhole as being on the Boundy. all of these trails should remain out side of the purposed Boundy. Including TRail #144 Kirkham Ridge trail south west Twards Miller Mtn. and Low man or at least a corrider to accomadate moterized TRail Bikes

Logging Roads

There are also New logging Roads that do not show on these mapes that are inside the purposed boundies (Trinities) at the Junction of Cross cut trail #172, Bear Hole trail # 176 and trail # 177. There was to bee logging in bear hole this year so you will most liky Find new roads there also that go inside of the boundry. You will have to look on the ground to make shure where all the roads are because the maps do not show them all in any of the forests.

Bill UHL
5610 STATE ST.
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LITERATURE CITED

Coordinating Elk and Timber Management - final report of the Montana Cooperative Elk-Logging Study 1970 - 1985 by a reasearch committee consisting of Jack Lyon, USDA Forest Service, Intermountain Forest and Range Experiment Station; Terry N. Lonner and John P. Weigard, Montana Department of Fish, Wildlife, and Parks; C. Less Marcum and W. Daniel Edge, Forestry School, University of Montana; Jack D. Jones and David W. McCleerey, ISDI Bureau of Land Management; Lorin L. Hicks, Plum Creek Timber Company Inc.

Proceedings of the 1984 Western States and Provinces Elk Workshop - R. Wayne Nelson, Alberta Fish and Wildlife Division, Edmonton; Wildlife Branch Fish and Wildlife Division, Main Floor, North Tower Petroleum Plaza, 9945-108 St., Edmonton, Alberta T5K 2C9.

jm-3117J

Senator McCLURE. Thank you very much. Thank you, ladies and gentlemen.

Next group, Keith Tondrick, Tom Menten, Gary Butts, Pat Ford, Grant Gerber and Ed Obenchain.

The next group to be alerted to come up next will be: Maggie Coon, Alan Reynolds, Bryan Brunzell, Robert Kimball, David Hawk and Mark Torf.

Keith Tondrick.

STATEMENT OF KEITH F. TONDRICK

Mr. TONDRICK. Thank you for allowing me a chance to speak at these hearings today. My name is Keith Tondrick. I'm a resident of Boise, Idaho.

My testimony concerning the wilderness bill for Idaho is based primarily on my experience as a backcountry recreationalist who utilizes Idaho's forests and numerous outdoor recreational pursuits.

I've had a chance to extensively hike, cross-country ski, camp, fish and enjoy solitude in the Boise, Payette, Challis, Sawtooth and Salmon National Forests.

I've been in virtually every roadless area that's in consideration in each one of these forests. I honestly cannot think of one area that I've just listed that I believe should be left out of the bill.

Each area has excellent opportunities for free wilderness experience, free from man's artificial intrusions like roads, buildings and logging activities.

Many of these areas have fragile high mountain lakes, alpine meadows and meandering feeder streams that can easily be damaged or destroyed by ORV use or logging activities.

Many of the areas in the Boise and Payette Forests are just a short two to three hour drive from Boise, such as the Snowbank/West Mountain area, and gives southwest Idahoans wilderness areas to enjoy almost in their backyards.

The economy of Boise, McCall and Wood River Valley are already enjoying positive economic affects of tourism due to the close proximity of the fact of wilderness areas.

My main concern with S. 2055 rests in the fact that many of the areas I have explored for the wilderness values are either totally left out or greatly scaled back in the bill.

I don't want to completely disagree with the 1.4-million acre proposal. I think it's a good starting point. However, I cannot honestly support the proposal as it stands now.

I disagree with the way water rights are treated in the bill. I disagree with the hard release language, and I certainly disagree with the 600,000 acres of special management, which I believe would be a blueprint for bureaucratic confusion and destruction. This 600,000 areas is worthy of special management and worthy of outright wilderness designation.

I think the Boulder/White Clouds roadless area, which I've hiked in extensively, is poorly treated. All 400,000-plus acres should be added, not 100,000. I think it would be a real tragedy.

My final and closing comment is that there's some places where just man's gasoline powered toys and deficit timber sales should not be allowed. And I urge you to support the 3.9-million acre proposal of Peter Kostmayer.

Thank you very much.

[The prepared statement of Mr. Tondrick follows:]

FOR THE HEARING RECORD
(S.2055)

Keith F. Tondrick
1805 N. 28th St.
Boise, ID 83703

Dear Sirs:

My testimony concerning the McClure/Andrus Wilderness Bill for Idaho is based primarily on my experience as a backcountry recreationalist who utilizes Idaho's forest roadless lands for numerous outdoor recreational pursuits.

I have had a chance to extensively hike, cross country ski, camp, fish, and enjoy solitude in the Boise, Payette, Challis, Sawtooth and Salmon National Forests. My backcountry experiences have included traveling to actual backcountry designated wilderness areas like the Sawtooths and the Frank Church River of No Return Wilderness, as well as exploring roadless areas currently open for wilderness consideration. These roadless areas include Snowbank - West Mountain, Danskin - South Fork Boise River, Trinities, Breadwinner, Hansen Lakes, Red Mountain, and Ten Mile West in the Boise National Forest. In the Sawtooth Forest I have hiked in the eastern edge of the Smokys and the White Cloud - Boulder Mountains. In the Challis Forest I have hiked extensively in the Pioneers and Lost River Ranges including climbing Borah Peak and Leatherman Peak, Idaho's first and second highest mountains. In the Salmon Forest I have explored parts of the Diamond Peak area and in the Payette Forest I have hiked and skiied in the Patrick Butte, Lick Creek Summit and Jughandle Mountain areas.

I honestly cannot think of one area that I have just listed that I believe should be left off of a wilderness bill. Each area I mentioned has excellent opportunities to experience a true wilderness experience, free from man's artificial intrusions like roads, buildings, and logging activities. Many of these areas have fragile high mountain lakes, alpine meadows, and meandering feeder streams that can easily be damaged or destroyed by ORV use, or logging activities. Many of the roadless areas in the Boise and Payette Forests are just a short 2 to 3 hour drive from Boise, such as the Snowbank - West Mountain area near Cascade, giving Southwest Idahoans wilderness areas to enjoy almost in their backyards. The economy of the Boise, McCall, and Wood River Valley regions are already enjoying the positive economic affects of tourism due to the close proximity of defacto wilderness areas nearby.

My main concern with the McClure/Andrus wilderness proposal rests in the fact that many of the areas I have explored and enjoyed for their wilderness values are either totally left out or greatly scaled back in the bill. I do not wish to completely disagree with the 1.4 million acre proposal for I do feel that it is a good starting point. However, I cannot honestly support the McClure/Andrus proposal as it stands now. I certainly have a difficult time in accepting the proposed changes in current law with respect to wilderness water rights in the bill. The protection of wilderness water rights should be of paramount importance in any wilderness bill and certainly that was the intent of the 1964 Wilderness Act. Further, I have reservations about the hard release language in the bill and I believe that the 600,000 acres of special management areas will turn out to be a blueprint for bureaucratic confusion and destruction. If these 600,000 acres are worthy of special management, they are worthy of outright wilderness designation.

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S.2055
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Concerning the areas that I feel were poorly handled or not given consideration at all in this bill, the worst case is the Boulder - White Clouds roadless tract. This is a 400,000 acre plus paradise in the very heart of Idaho. It serves as a major economic drawing card for the entire Wood River Valley. If this area were in California or Colorado, it would be declared a National Park. To include just 100,000 acres as wilderness when all 400,000 plus acres should be protected, is a terrible tragedy.

The Pioneer Mountains in the Challis and Sawtooth National Forests is one of the most striking high mountain areas in all of the Western U.S. This is a land of fragile high mountain lakes, productive trout streams, and 11,000 - 12,000 foot peaks. Its pristine nature is threatened by destructive ORV use, especially in the Copper Basin area. The region is simply too valuable not to deserve full wilderness protection.

I also believe total elimination of the Lemhi Mountains from the bill is unbelievable. As for the Boise and Payette Forests, I am opposed to the way the bill grants for reaching concessions to ORV use such as the breaking up of the Trinities into four pieces, the elimination of the Blue Lake, Tripod Mountain, and Gabes Bathtub area of Snowbank Mountain, and the poor treatment the entire high mountain lakes section of the Payette Crest received.

In closing, my hope is that the interests of backcountry recreationalists like myself will be protected when it comes to the final Forest Wilderness Bill that Congress approves. With the overuse of existing wilderness areas like the Sawtooths, there is a very definite need for more backcountry wilderness opportunities in Idaho. The numbers tell us that hikers and cross country skiiers far outnumber the ORV enthusiasts and our impact on the fragile high mountain ecosystems is far less. There are just some places where man's gasoline powered toys and deficit timber sales should not be allowed. I urge this committee to support the 3.9 million acre Idaho Wildlands Defense Coalition Bill as introduced by Representative Kostmayer as the truly sensible alternative to preserving Idaho's roadless forest lands.

Sincerely,

Keith F. Tondrick

Senator McClure. Thank you.
Tom Menten.
Tom Menten?
Gary Butts.

STATEMENT OF GARY BUTTS, PRESIDENT, IDAHO SNOW RIDERS, INC.

Mr. Butts. Senator McClure and Governor Andrus, Congressman Craig, I'm here testifying on behalf of the Idaho Snow Riders, one of the largest snowmobile clubs in the State of Idaho, having about 200 members.

Our home is Fun Valley in the Trinity Mountains. Our club groomer program there has always supported the public a great pathway to play areas in the Trinities. And the current wilderness proposal deletes our play areas and leaves our groom trails a one-way path going no way.

The effect will be a decline in public use. That use in the past has provided ten businesses in Fun Valley that offer food, lodging and entertainment 99 percent of their business from December 1st through April.

The Andrus-McClure proposal will in effect, if that happens, close our doors.

The Trinity's also draw many tourists in the summer. With the lakes being managed, it's off limits to a lot of big travel trailers, as well as the other road closures in the area. The summer campers will be looking for another fun area that is more accessible for families. And the do-it-youself camper will again be leaving the Fun Valley area and going somewhere else, and our business will suffer.

The Idaho Snow Riders are not totally opposed to wilderness, but we do not believe the Trinities, especially the area around the lakes, deserve to be taken away from the public who for over 100 years have enjoyed the advantages of its location and its close proximity to Fun Valley.

We realize that a wilderness bill in some form may be passed this year, so today in my written testimony I'm submitting an alternative to the current wilderness boundaries in the Trinities that are proposed.

The 47,600 acreage figure does not need to be changed, but the boundaries need to be pushed back westward. In conclusion——

Senator McClure. Thank you. Go ahead.

Mr. Butts. In concluding, I would just like to say our only other choice is to oppose this wilderness bill in its entirety. And we will, with the help of the National Endholders Association and the Mountain States Legal Foundation. We just hope we don't have to. [Applause.]

Senator McClure. Thank you.
Pat Ford.

STATEMENT OF PAT FORD

Mr. Ford. My name is Pat Ford. I live in Boise. I want to thank you, Senator and Governor and Congressman, for being here today to hear what I have to say and what other people have to say about this proposed legislation.

You won't be surprised that I oppose it. Five years ago I was fortunate to preside at the statewide meeting in Lewiston of conservationists and sportsmen where House Bill 1512, the Idaho Wilderness Act was created.

We agreed at that meeting that about 60 percent of Idaho's remaining undesignated national forest wildlands did not deserve wilderness protection. And we agreed area by area that the other 40 percent did.

That remains today the best Idaho wilderness legislation I have seen. I support it and commend it to this subcommittee.

I believe Senate Bill 2055's major deficiencies are in its wilderness recommendations in both omissions and the locations of many boundaries. But I suspect that this subcommittee is not likely to delve much into boundary issues, that its examination of the bill will instead focus on the generic and the non-wilderness parts of the bill, so that is what I will talk about.

My written testimony makes five points. I only have time for two orally.

Since 1984 the subcommittee has bipartisanly endorsed the so-called soft release formula for wilderness legislation and rejected the hard release formula.

I would therefore urge the subcommittee to closely examine Section 103(a)(2) (3) and (4) of this bill, which backdoor hard release for some 175,000 acres of the Clearwater National Forest.

Regardless of whether these areas retain their wilderness characteristics in the future, they could never again be considered for wilderness by the Forest Service under this bill.

I also urge the subcommittee staff charged with detailed analysis of the bill to investigate closely the concrete implications over time of these same paragraphs as written.

For instance, the Clearwater Forest, like all others, adopts and then implements specific water quality standards to guide its management. These standards naturally change over time, depending upon ground conditions, public opinion and usage, state law and other factors.

The Clearwater Forest water quality standards have changed in the past and will change in the future. But 2055 permanently freezes water quality standards on these 175,000 acres as they exist today, dislocating their management from the rest of the forest. This is bad law and the subcommittee should reject it.

I guess I had time for one point. Thank you.

Senator McClure. Thank you.

[The prepared statement of Mr. Ford follows:]

Pat Ford
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208-345-9067

TESTIMONY BEFORE THE SENATE SUBCOMMITTEE ON PUBLIC LANDS, BOISE, IDAHO, MARCH 11, 1988

Senate Bill 2055

My name is Pat Ford. I live in Boise. I want to thank you, Senator McClure, and Governor Andrus, for listening through these hearings to the reactions of myself and other Idahoans to your proposed National Forest legislation.

You will not be surprised that I oppose it. 5 years ago, I presided at the statewide meeting of conservationists and sportsmen, in Lewiston, where HR1512, the Idaho Wilderness Act, was created. We agreed at that meeting that nearly 60% of Idaho's remaining undesignated National Forest wildlands did not deserve Wilderness protection. And we agreed, area by area, that the other 40% did. That remains today the best Idaho Wilderness lgislation I have seen. I support it and commend it to this subcommittee.

It is important to note that we did not create HR1512 willingly. I believed then and believe still that statewide Idaho Wilderness lgislation is not the best way, whether tested by law, politics, or on the ground, to approach either the Wilderness "problem" or the Wilderness opportunity in Idaho. Events have shown practical difficulties as well, and I predict them for S2055.

The bill's very design--its complexity, scope, and differentials of logic and solution--contain the seeds of its failure. The considerable political skills of its two authors may keep those seeds from sprouting, but if they do sprout I think the cause will lie at least as much with the bill itself as with any efforts by opponents.

I believe regional or area-focussed legislation is a better way for Idaho, keeping in mind that legislation of any kind is only part of a solution at any level. The notion that the "Wilderness issue" must be solved statewide is an invention of recent Congressional habit rather than on-the-ground necessity in Idaho.

(more)

I believe S2055's major deficiencies are in its Wilderness recommendations--in its omissions and the locations of many boundaries. But I have been told and I suspect myself that this Subcommittee is not likely to delve much into boundary issues--that its examination of S2055 will instead focus on the generic and non-Wilderness parts of the bill. So that is what I will talk about.

1. At least two members of this subcommittee are co-sponsoring legislation to eliminate the Congressionally-mandated automatic timber harvest level for the Tongass National Forest in Alaska. I agree that it is bad law to require specific levels of timber offerings every year, regardless of market, cost, on-the-ground impacts, and other laws. So I urge Senators Wirth and Fowler, and their colleagues as well, to eliminate Section 103(a)(1) of S2055, which makes the same mistake on the Panhandle National Forests and its Bonners Ferry Ranger District. I particularly note the phrase, "notwithstanding any other provision of law," which exempts most of the Bonners Ferry District from the National Forest Management Act, the National Environmental Policy Act, the Endangered Species Act, and Clean Water Act among other laws should any of them inconvenience timber harvest levels.

2. Since 1984, the subcommittee has bipartisanly endorsed the so-called soft release formula for Wilderness legislation, and rejected the hard release formula. I therefore urge the subcommittee to closely examine Section 103(a)(2), (3), and (4) of this bill, which backdoor hard release for some 175,000 acres of the Clearwater National Forest. Regardless of whether these areas retain their Wilderness characteristics in the future, they could never again be considered for Wilderness by the Forest Service under this bill.

I also urge the subcommittee staff charged with detailed analysis of this bill to investigate closely the concrete implications over time of these same paragraphs as written. For instance, the Clearwater National Forest, like all others, adopts and then implements specific water quality standards to guide its management.

(more)

Those standards naturally change over time, depending on ground conditions, public opinion and usage, state law, and other factors. The Clearwater Forest's water quality standards have changed in the past and will change in the future. But S2055 permanently freezes water quality standards on these 175,000 acres as they exist today, whatever happens on the rest of the Forest.

Look at a Forest map and try to figure out how the Forest, 20 years from now, is to manage water quality in one stretch of Skull Creek by a 1987 standard and the remainder downstream by a contemporary one. Water quality is just one example. This legislation permanently dislocates management standards for these 175,000 acres from the rest of the Forest. This is bad law in several ways, and the subcommittee should reject it.

3. I urge attention to Section 103(a)(5) of this bill, which creates a "French Creek Special Management Area" on the Payette National Forest, but directs nothing special in its management. All but one of its "special" provisions are standard management guidelines applied Forest-wide on the Payette to timber operations affecting elk habitat. The one exception is the closure of any new roads to public motorized use, and that is an option the Payette already has and plans to pursue in its proposed future management of French Creek. Except, again, for the backdoor hard release effect of the special management provisions, there is otherwise nearly no special content to distinguish management from that on general forestlands of the Payette Forest.

I enclose for the record a comparison of S2055's language in this subsection with the Payette Forest's draft plan language applying Forest-wide.

4. Sections 103(a)(7) and (8) contain an experiment in public land management which non-Idaho Senators may wish to ponder for consistency with anything else in American public land law. These subsections direct the Sawtooth National Forest to prohibit foot and horse traffic on certain trails in the 155,000 acres affected--trails which were created by foot and horse traffic and have had continuous foot and horse use since. Only motorized use will be allowed.

It may be that trail bikes and motorcycles deserve protection

(more)

from irritating, noisy, and potentially dangerous shoes. It may be that ruts and gullies created by those rampaging shoes will heal under the gentle ministry of tire treads only. But I'm not sure the National Forests are the place to test this proposition.

I also hope the subcommittee considers the plight of the overcommitted Forest Service employees with real work to do--more than they can do already--who will have to enforce this mischievously unenforceable mandate.

5. I urge the subcommittee to examine the consistency of this bill's general Wilderness provisions and exceptions with those adopted in already-enacted Wilderness law. There are many differences. Some may be acceptable, but I urge the subcommittee to request some staff analysis of how all these provisions and exceptions in S2055 relate to the Wilderness Act and to the consensus interpretation of it developed in Wilderness legislation since.

I particularly note S2055's final two paragraphs, which define "road" in a fashion which effectively creates floating boundaries for areas designated Wilderness in the bill.

Thank you.

NOTHING "SPECIAL" ABOUT S2055's "FRENCH CREEK SPECIAL MANAGEMENT AREA" ON PAYETTE NATIONAL FOREST

Except for the provision to close new roads constructed for timber harvesting to public motorized use, every one of the so-called "special management" provisions for French Creek are nothing more than standard management guidelines applied forest-wide across the Payette National Forest under that forest's draft plan.

In other words, why bother with a "special management area" designation when the area would be managed with the same provisions included in the McClure-Andrus bill under the Payette forest plan? The "special management area" designation is nothing more than "hard release" for French Creek.

- "Fish habitat and water quality within the area shall be maintained or improved" (S2055)
  "... water quality will meet or exceed existing conditions." (Payette draft plan, pg. IV-7).

- "Management activities shall be concentrated within the smallest possible area and shortest period of time practical for the completion of each project..." (S2055)
  "Concentrate management activities within the smallest possible area and the shortest period of time practical for the completion of each project" (draft plan, pg. IV-33).

- "Logging shall not occur simultaneously on adjacent timber sale areas" (S2055)
  "Avoid simultaneous logging of adjacent timber sale areas..."(draft plan, pg. IV-32).

- "Ecotones shall be created in timber sale units by unit design and by interspersing successional stages" (S2055)
  "Diversity should be emphasized and accomplished by creating ecotones in timber sale units by unit design and by interspersing successional stages" (draft plan, pg. IV-32).

- "Big game wallows and licks identified as key habitat...shall be protected from disturbance and hiding cover shall be maintained immediately adjacent thereto. No timber harvest of any kind shall occur near wallows or licks during "the rut" (S2055)
  "Active big game wallows and licks, identified ...as key habitat, should be protected from disturbance .... Sanitation/salvage timber harvest may be permitted if activities do not occur during the "rut" and elk hiding cover is maintained" (draft plan pg. IV-31).

- "Timber harvest shall not occur in calving and fawning areas,...between May 1 and July 1, or any time when such areas are being used by big game for such purposes". (S2055)
  "Calving and fawning areas should be protected from disturbance during the period of time they are used....The

elk calving period usually occurs between May 1 and July 15. (Notice that under McClure-Andrus guidelines elk lose about two weeks worth of undisturbed calving time)" (draft plan pg. IV-31).

- "Big game hiding and thermal cover shall be provided around a minimum of 50% of the perimeter of meadows greater than five acres where existing conditions make this viable. Cover areas shall be no less than two elk site distances wide and contain no less than a ten acre stand" (S2055)

"Big game hiding or thermal cover should be provided around 50 percent of the perimeter of meadows greater than 5 acres where existing conditions make this viable. Cover areas should be at least two site distances wide and contain a 10 acre stand" (draft plan pg. IV-32).

Senator McClure. Grant Gerber.

STATEMENT OF A. GRANT GERBER, CHAIRMAN, WILDERNESS IMPACT RESEARCH FOUNDATION

Mr. Gerber. Thank you for this opportunity.

My name is Grant Gerber. I'm here today as the chairman of the Wilderness Impact Research Foundation, a national foundation designed to study impact of presently designated wilderness and proposed wilderness.

There's been 90-million acres of wilderness already designated, and over 120-million acres of land are presently under wilderness study area status in the United States. This combined acreage will be as much land as the entire State of California, the entire State of Idaho and the entire State of Nevada.

Congress has conducted no studies nor any oversight hearings to determine the impact of this present 90-million acres of wilderness. We believe that they should do so before designating any additional wilderness.

The stated justification for federal wilderness designation by the preservationist movement is that it is beneficial to wildlife and the land. As the preservationists make their demands, they present no proof that the previous designations were beneficial to the wildlife and the land.

The American Farm Bureau, the nation's largest agricultural organization with 3.5-million members and the National Rifle Association, the nation's largest conservationist hunter organization with 3-million members, both directly challenge the assumption by the preservationists that no management is beneficial to the wildlife and the land.

The National Rifle Association states: "These arbitrary and capricious regulations in fact do not promote the interests of wildlife conservation."

The American Farm Bureau agrees, stating in their resolution, "Experience has shown that the 'no management' concept applied under the Wilderness Act of 1964 has resulted in the serious degradation of the resource."

Alston Chase in his book "Playing God in Yellowstone" directly challenges the assumption on the part of the preservationists that "no management" is good for wildlife and the land. Chase states: "Wilderness was defined into existence. It did not matter that there never was a place on earth untrammeled by man. All western lands in particular had been trod by the early white man. Early settlers plowed and planted in the most surprising places. They introduced viruses, microbes, plants and animals that centuries ago spread like wildfire to every nook and cranny of the continent. The new definition of wilderness replaced science with romance."

We've done research, and I've added some of that, and especially some affidavits from Nevada—or from Idaho ranchers that indicate how agriculture is being closed out in wilderness areas.

Thank you.

Senator McClure. Thank you very much.

[The prepared statement of Mr. Gerber follows:]

SENATE HEARING ON S. 2055

MARCH 11, 1988

STATEMENT BY

A. GRANT GERBER

REPRESENTING WILDERNESS IMPACT RESEARCH FOUNDATION

555 6TH STREET
ELKO, NEVADA 89801

PHONE: (702) 738-2009

My name is A. Grant Gerber. I am here today as the Chairman of the Wilderness Impact Research Foundation, a national foundation designed to study the impact of presently designated wilderness and proposed wilderness.

There has been ninety million acres of wilderness already designated and one hundred and twenty million acres of land are presently under wilderness study area status in the United States. This combined acreage would be as much land as the entire State of California, the entire State of Idaho and the entire State of Nevada. Congress has had no oversight hearings or studies conducted to determine the impact of the present ninety million acres of federally designated wilderness to guide the Congress in determining whether it is wise to place additional lands into Federal wilderness status. (Letter attached)

The stated justification for federal wilderness designation by the preservationists movement, with a total membership of 5.8 million, is that it is beneficial to wildlife and the land. As the preservationists make their demands for additional multi-millions of acres, they present no proof that the previous designations were beneficial to the wildlife and the land.

The American Farm Bureau, the nations largest agricultural organization with 3.5 million members and the National Rifle Association, the nations largest conservationist hunter organization with 3.0 million members, both directly challenge the assumption by the preservationists that "no management" is beneficial to the wildlife and the land. The National Rifle Association states in its 1987 Resolution on wilderness that, "These arbitrary and capricious regulations in fact do not promote the interests of wildlife conservation."

The American Farm Bureau agrees stating in their resolution, "Experience has shown that the 'no management' concept applied... under the Wilderness Act of 1964 has resulted in the serious degradation of the resource."

Alston Chase in his book "Playing God in Yellowstone" directly challenges the assumption on the part of the preservationists that "no management" is good for wildlife and the land. Chase states, "Wilderness was defined into existence. It did not matter that there never was a place on earth untrammeled by man.... All western lands in particular had been trod by the early white man.... Early settlers plowed and planted in the most surprising places. They introduced viruses, microbes, plants and animals that centuries ago spread like wildfire to every nook and cranny of the continent.... The new definition of wilderness replaced science with romance.... In writing man out of wilderness this new vision of original America was omitting the Indian." (Pages 45 and 46)

Idaho has benefitted from hunters, trappers, ranchers, snow mobilers, farmers, miners, oil and gas exploration and the timber industry. These activities should all be encouraged to continue especially in view of the fact that preservationists have not demonstrated that these activities are detrimental to the land and wildlife. In fact, the reverse is true. These activities, when properly done, enhance wildlife and enhance the land.

Congress, before going forward with massive new designations of wilderness in Idaho, should hold oversight hearings to determine the negative and positive impact of the present 90 million acres of Federally designated wilderness. Congress should do in-depth studies to determine the impact of Federal wilderness, especially in states such as Idaho, where people in the areas to be affected are so adamantly opposed to the designations.

Research done by the Foundation to this point indicates that Federal wilderness is causing extreme personal hardship on people and is costing the nation billions of dollars. An example of the negative impact on agriculture is cited in an Affidavit from Vernon W. Agee,

> "I am 52 years old and I have ranched in Idaho all of my life. My family had a grazing allotment adjoining a wilderness area which was created in 1964.
>
> After the creation of the wilderness area the Forest Service began increasing the restrictions on our grazing operation, making changes in our period of use and reducing the number of cattle we were permitted to graze. The Forest Service discontinued one allotment due to the proximity of the wilderness area.
>
> There were 13 different ranchers who grazed either in the wilderness area or in the adjoining area. They were all treated the same way as a result of the wilderness. None of them presently graze livestock in that area.
>
> DATED this 28th day of January, 1986.
>
> /s/ VERNON W. AGEE"

Another example is the Teton Wilderness blowdown of a swath of timber 20-miles long and 2-miles wide which will not be salvaged because it is in designated wilderness. This wilderness impact is bad for two reasons: First, wildlife will suffer because of dead fall, and Second, our nation will suffer because of the waste of a tremendous amount of usable timber.

Hunters, ranchers, miners, off-road users, sometimes have their differences but they are working well together in the West to protect the land and should not be denied use, use that is presently being provided by the Multiple Use/Sustained Yield Concept.

IN CLOSING:

The loss to Idaho as a result of this wilderness bill will be less wildlife, lost recreation, lost jobs and billions of dollars of loss to the economy.

Senator McClure. Ed Obenchain.

STATEMENT OF ED OBENCHAIN

Mr. Obenchain. Senator McClure, Governor Andrus, Congressman Craig, members of the committee, my name is Ed Obenchain.

I had the priviledge of being in Washington, D.C. recently. However, I caught all the Senators busy in meetings and was unable to meet with any of them. Sounds like they were working, doesn't it?

I will address the inclusion of the Trinities only in this wilderness bill. I am not against some wilderness, but surely not in an area with many roads that senior citizens and young children can enjoy.

I have been a resident of the Pine area for 30 years and have not seen any extra deterioration of the Trinity Lakes in this time and management system. So why should an area like this be included in a so-called wilderness bill?

What do all the young people who support all this wilderness plan to do when they become senior citizens?

Thank you.

[Applause.]

Senator McClure. Thank you, Mr. Obenchain.

Thank you, gentlemen, for your comments.

The next group will be, Maggie Coon, Alan Reynolds, Bryan Brunzell, Robert Kimball, David Hawk and Mark Torf.

And then the next group will be—if you'll come forward so you can take your seats as rapidly after this group as possible—Alfred McGlinsky, Bill Tonkin, Lynne Stone, Gary Richardson, Edwina Allen and Paul Nettleton will be in the next group.

First in this group, Maggie Coon.

STATEMENT OF MAGGIE B. COON

Ms. Coon. Thank you, gentlemen. My name Maggie Coon. I'm speaking today as a resident and a great appreciator of the State of Idaho.

My husband and I have spent some of our happiest hours camped near high alpine lakes or scaling craggy peaks.

Just a year and a half ago, we became engaged to be married by the shore of Jennie Lake in the Tenmile West roadless area, proposed by conservationists for wilderness designation.

I speak to you today in opposition of Senate Bill 2055. I would like to mention a number of areas which I have personally visited, and I would like to focus on the South Fork of the Salmon River.

As a professional forestry consultant here in Idaho, I have studied in detail the relationship between forest practices and sediment input into streams. I've reviewed a large body of literature dealing with this subject. And I firmly believe there is little doubt remaining that sediment in small quantities harms fish survival, especially at the embryo stage.

This Senate Bill will not adequately protect our forest land and streams from sedimentation. I think its objective to prevent additional sediment entering streams is admirable, but it's in conflict with other provisions of the bill which call for removal of sediment once it has already entered streams.

To quote a colleague of mine in the agricultural industry, "I think it's a bit like closing the gate after the stock is out. '

The management regime proposed in Senate Bill 2055 will not prevent future deterioration of the anadromous fisheries of the Salmon River.

I believe that only if we leave this area in wilderness will historic chinook salmon runs recover their once magnificent productivity.

Other areas I would like to mention briefly, Boulder/White Clouds. I think we need to restore the integrity of this area in a much larger wilderness designation.

And I would like to speak also to Red Mountain and the Trinities. I believe that the off-road vehicle corridors that have been included in the bill will not give adequate protection to these areas.

In summary, I would like to support the wilderness proposal offered by the Idaho Wildlands Defense Coalition and strenuously oppose Senate Bill 2055.

Thank you very much.

Senator McClure. Thank you.

Governor Andrus. Thank you.

[The prepared statement of Ms. Coon follows:]

TESTIMONY PRESENTED BY MAGGIE B. COON, 1019 EAST WASHINGTON STREET, BOISE, IDAHO ON S. 2055, THE IDAHO FOREST MANAGEMENT ACT, MARCH 11, 1988.

My name is Maggie Coon. As a resident of the great state of Idaho, I have enjoyed hiking and cross country skiing in her fabulous backcountry. My husband and I have spent some of our happiest hours camped near high alpine lakes or scaling craggy peaks to gain the wildest vistas anywhere in the lower forty-eight states. Just a year and a half ago, we became engaged by the shore of Jennie Lake, in the Tenmile West roadless area, proposed by conservationists for wilderness designation. Someday, we hope to introduce our children to the incomparable experiences we have enjoyed here.

The "Idaho Forest Management Act" stands between us and this possible future. For the sake of shortsighted, below cost timber harvest and the frantic pleasure of off road vehicle enthusiasts, it would carve up Idaho's remaining wildlands. I am shocked and dismayed by the limited wilderness boundaries proposed in this misguided legislation, by so-called "special" management language and by the terrible precedents it would set for the entire wilderness system.

I would like to mention a number of areas which I have personally visited. In each case, S. 2055 does grave disservice to their outstanding natural resource values which merit full protection.

South Fork of the Salmon River: As a professional forestry consultant, I have studied in detail the relationship between forest practices and sediment input into streams. I have reviewed the body of literature describing adverse impacts on anadromous and cold water fisheries. There remains little doubt that sediment in relatively small quantities harms fish survival, especially at the embryo stage.

The management regime proposed in S. 2055 will not prevent future deterioration of the Salmon River anadromous fishery. It will only sanction experiments whose results are all too easy to predict. The evidence is already in! The Batholithic soils of this entire drainage cannot sustain further disturbance. Only if we leave this area alone (in wilderness), will historic chinook salmon runs recover their once magnificent productivity.

Boulder/White Clouds: In the summer of 1987, I enjoyed one of the most outstanding outdoor experiences of my life. During a four day period in the White Clouds, I was privileged to see mountain goats (including a nanny with kids), a herd of more than 100 bighorn sheep and a host of smaller mammals. Abundant trout filled the frying pan. The chopping of this superlative area into smaller units, bisected by an ORV corridor, is an irrational and unacceptable compromise.

French Creek: The exceptional wilderness and wildlife values of this area are also slated for destruction under the "special" management proposal for French Creek. If adopted, this language would legislate what the Forest Service plans to do anyway (as stated in the Payette Forest Plan) and deny citizens the right to work toward future improvements on the forest plan. I would like to ask for reconsideration of the concept of special management here and throughout this bill. This idea has no place in what should rightfully be a wilderness bill for the purpose of setting aside wilderness.

Red Mountain and the Trinities (especially Sheep Creek) are two other areas where I have felt rejuvenated close to home. The apparent reason for their impoverished wilderness designations in S. 2055 is a caving in to ORV interests. Indeed, the stamp of this interest group appears throughout the entire bill. The vast network of National Forest trails and roads already open for this use dictates against allowing them to ruin the unique qualities of these two areas. I support the boundaries proposed by the Boise/Payette Backcountry Coalition for both.

OTHER OBJECTIONABLE PROVISIONS OF S. 2055

As if the ill conceived boundaries proposed in this bill weren't bad enough, a number of bad precedents are also included. In particular, I object to the following:

-- Mandated logging on the Idaho Panhandle National Forest in grizzly bear habitat: Didn't we learn a lesson on the Tongass National Forest where Congress has recognized the folly of setting mandatory harvest levels?

-- Denial that federal water rights pertain to wilderness designations: This precept would change one of the fundamental purposes of wilderness designation, as expressed in the Wilderness Act, i.e. to insure an adequate water supply for recreation, fish, wildlife and aesthetics.

-- Adoption of detailed "special" management language which removes flexibility in Forest Service decisions and citizens' say in public land management.

In summary, I would like to support the wilderness proposal offered by the Idaho Wildlands Defense Coalition and strenuously oppose S. 2055.

Thank you for this opportunity to comment.

Respectfully submitted,
Maggie B. Coon

cc: Governor Cecil D. Andrus
Congressman Richard Stallings
Congressman Bruce Vento

Senator McClure. Alan Reynolds.

Mr. Reynolds?

Bryan Brunzell.

STATEMENT OF BRYAN W. BURNZELL

Mr. **Brunzell**. Senator McClure, Governor Andrus and Congressman Craig——

Senator McClure. Would you pull both microphones in front of you, please.

Mr. **Brunzell**. Yes.

Senator McClure. Thank you.

Mr. **Brunzell**. I am before you today to express my opposition to further expansion of the national wilderness preservation system in the Palisades area of the Targee National Forest.

Based on studies conducted from 1979 to 1982 of the west and east Palisades roadless areas, a U.S. Geological Survey concluded that the Palisades area has a high oil and gas potential.

In southwestern Wyoming and northern Utah some 100 miles south, highly productive oil and gas fields have been found and continue to be found.

According to the survey, the same hydrocarbon source beds and potential reservoirs are present throughout the overthrust belt extending north to the Palisades.

At present there are several oil and gas exploration companies holding leases in and around the proposed wilderness area. One company is currently drilling from Rainey Creek approximately five miles northwest of the proposed Palisades area.

If these areas are locked away from further testing and drilling by wilderness designation, exploration in Idaho would be seriously hindered with the prime source or potential area for oil and gas discovery eliminated.

Mr. Chairman, let's not deprive Idaho of a rich resource she may have by locking away these areas in a wilderness system. We need domestic production of oil and gas in Idaho.

If you continue with the expansion of wilderness areas, at the very least, make provisions for the exploration and production of oil and gas in high potential areas, as you have for the harvesting of timber in some other wilderness areas.

Thank you very much.

Senator McClure. Thank you.

[The prepared statement of Mr. Brunzell follows:]

Bryan W. Brunzell
8988 Wichita Drive,
Boise, Idaho 83709

March 11, 1988

Subcommittee for Field Hearings on the "Idaho Forest Management Act of 1988".

Written testimony for inclusion in the Senate Hearing Record:

Mr. Chairman, members of the committee, my name is Bryan Brunzell. I am before you today to express my opposition to further expansion of the National Wilderness Preservation System in those areas designated as having high potential for oil and gas resources in the state of Idaho. I specifically want to address lands being classified as Wilderness in the Targee National Forest and situated in the overthrust belt of Idaho and Wyoming. The proposed area known as the "Palisades Wilderness" is of prime importance to oil and gas resources and potentially critical to Idaho and the Nation.

The U.S. Geological Survey under the Department of the Interior, and the U.S. Bureau of Mines have conducted mineral surveys of Wilderness areas as provided by the Wilderness and related Acts to determine suitability for incorporation into the Wilderness System. Based on studies conducted from 1979 to 1982 of the West and East Palisades Roadless Area, which lie in the Idaho-Wyoming thrust belt; the survey concluded that the Palisades area has a high oil and gas potential. Not just a potential in which most areas of Idaho are classified with reference to oil and gas production, but is designated "high potential" (U.S. Geological Survey: Pamphlet MF-1619-A) (Attachment 1). In southwestern Wyoming and northern Utah, some 100 miles south of the Palisades, highly productive oil and gas fields have been found, and continue to be found. According to the survey, the same hydrocarbon source beds and potential reservoirs are present throughout the thrust belt. The oil and gas reserves found in the lower overthrust, SW corner of Wyoming and the NE corner of Utah, is large enough in volume to have a significant impact on the U.S. oil import problem. We currently face an explosively hostile situation in the Pursian Gulf expending large sums of money and manpower to protect petroleum shipping lanes. Yet, we are willing to lock away such areas as the Palisades from oil and gas exploration.

At present there are several oil and gas exploration companies holding leases in and around the proposed Palisades Wilderness area (attachment 2). Three years ago Anschutz Oil drilled their first test well immediately north of the Palisades at a cost of eight million dollars. They are currently drilling in the Rainey Creek area, approximately five miles northwest of the proposed Palisades Wilderness area. They are down approximately two thousand feet and plan to extend the test hole to a depth of sixteen thousand five hundred feet. Equity Oil has proposed a multimillion dollar seismic program adjacent to the proposed Palisades Wilderness area, in Wyoming, which will undoubtedly result in a deep well test. These oil companies would not be spending millions of dollars in exploration for oil and gas in this area during these economically depressed times in the petroleum industry if they weren't convinced that oil and gas exist in the area. If these areas are locked away from further testing and drilling by wilderness designation, exploration in Idaho would be seriously hindered with the prime source or potential area for oil and gas discovery eliminated.

The availibility of land for leasing is becoming seriously endangered. Idaho has the largest U.S. Wilderness System in the continential United States. Alaska only, exceeds it. Application of several other statutes may also diminish the availibility of lands for leasing: critical habitat provisions of the Endangered Species Act; Wild and Scenic Rivers; Antiquities Act; National Environmental Policy Act; and the areas of Critical Environmental Concern provisions or Federal Land Policy and Management Act of 1976.

Regardless of the mentality that says you should explore for oil, gas and other minerals in the deserted, undesirable areas; these resources are where you find them. Idaho and the Nation need these critical resources. Let us not deprive Idaho of a rich resource she may have by locking away the Palisades area in the Wilderness System.

Uinta County in southwestern Wyoming receive 88% of their tax base from the oil and gas industry. Idaho would not only receive substantial tax dollars if oil and gas were discovered in producing quantities, but would also receive one half of the royalities paid on Federal lands.

The oil and gas industry is highly policed by protective statute and over the years have developed techniques that are compatible with land and habitat preservation.

Mr. Chairman, we do not need these increased areas of wilderness; but we do need domestic production of oil and gas. Don't lock away the Palisades and other high potential areas from oil and gas exploration. If you must persist in this expansion of Wilderness Areas, at the very least, make provisions for the exploration for oil and gas as you have for the harvesting of timber in some wilderness areas.

Thank you.

2 Atchs:

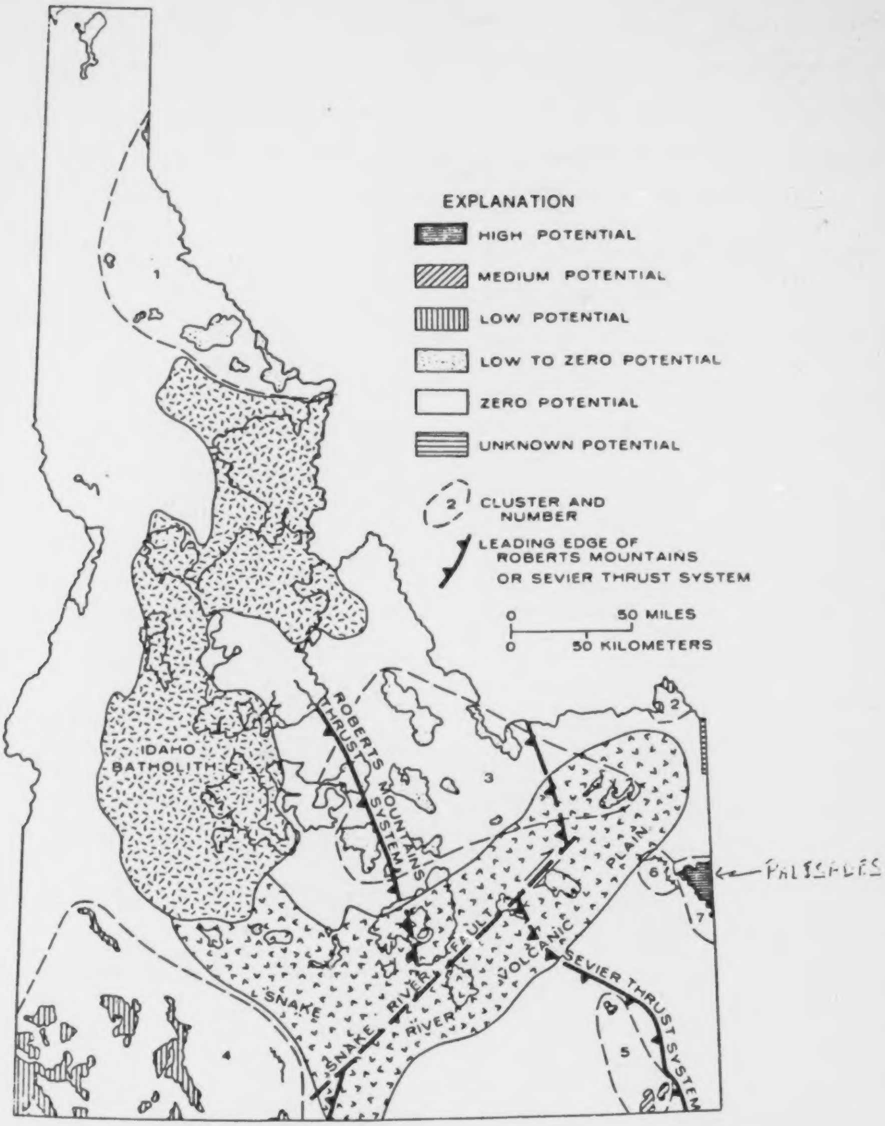
EXPLANATION
HIGH POTENTIAL
MEDIUM POTENTIAL
LOW POTENTIAL
LOW TO ZERO POTENTIAL
ZERO POTENTIAL
UNKNOWN POTENTIAL
2 CLUSTER AND NUMBER
LEADING EDGE OF ROBERTS MOUNTAINS OR SEVIER THRUST SYSTEM
0 50 MILES
0 50 KILOMETERS
1
2
3
4
5
6
7
IDAHO BATHOLITH
ROBERTS MOUNTAINS THRUST SYSTEM
SNAKE RIVER VOLCANIC PLAIN
SNAKE RIVER FAULT
SEVIER THRUST SYSTEM
PALISADES

FIGURE 1.—Index map of Idaho showing outlines of Wilderness Lands, designated wilderness clusters, and their petroleum potential; location of Idaho batholith and Snake River volcanic plain; leading edges of Sevier and Roberts Mountains thrust systems; and postulated Snake River strike-slip fault (Poole and Sandberg, 1977; Sandberg and Poole, 1977).

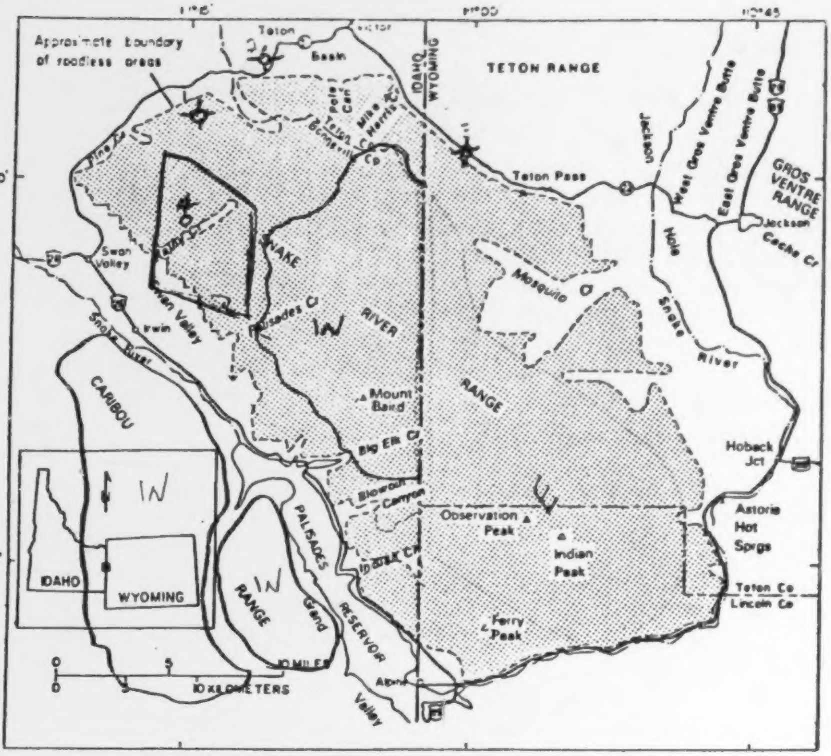
111°15'
111°00'
110°45'
43°30'
43°15'
Approximate boundary of roadless areas
Teton
Victor
Basin
TETON RANGE
IDAHO
WYOMING
Pole Cr
Mike Harris Cr
Teton Co
Bonneville Co
Teton Pass
Jackson
West Gros Ventre Butte
East Gros Ventre Butte
GROS VENTRE RANGE
Jackson
Cache Cr
Swan Valley
Palisades Cr
SNAKE RIVER RANGE
Mosquito Cr
Hole
Snake River
Irwin
Swan Valley
Snake River
CARIBOU
Mount Baird
Big Elk Cr
Blowout Canyon
Hoback Jct
Astoria Hot Sprgs
Observation Peak
Indian Peak
Teton Co
Lincoln Co
IDAHO
WYOMING
PALISADES
RESERVOIR
RANGE
Grand
Valley
Alpine
Ferry Peak
0 5 10 MILES
0 5 10 KILOMETERS
W
W
W
E
L

FIGURE 1.--INDEX MAP SHOWING LOCATION OF THE PALISADES ROADLESS AREAS, TETON AND BONNEVILLE COUNTIES, IDAHO, AND TETON AND LINCOLN COUNTIES, WYOMING.

L - DRILLING UNIT

W - PROPOSED WILDERNESS

4 - ANSCHUTZ OIL - [illegible] SITE

E - EQUITY OIL - PROPOSED MULTI-MILLION DOLLAR SEISMIC PROGRAM

Senator McClure. Robert Kimball

Mr. Kimball. Senator, I'd like to defer to David Hawk, if I could, to testify first. He has a pressing engagement.

Senator McClure. Sure.

STATEMENT OF DAVID HAWK, J.R. SIMPLOT CO.

Mr. Hawk. Senator McClure, my name is David Hawk. And I, along with Bob Kimball, represent the J.R. Simplot Company as the director of energy and the director of mineral exploration.

We appreciate the task that you have had, the effort that came to a resolution and the results of that effort.

While we personally as a company want no more wilderness, we accept your proposal and we support Senate Bill 2055.

We are concerned that the 600,000 special management acres might become de facto wilderness. We believe that certainly in the release language that can be implemented, when legitimate, without ten years of delay.

A lot can happen in the future. The economic studies that were used to understand the mineral potential of what ultimately became the Frank Church Wilderness of No Return area were done on the basis of $35 per ounce gold; and 14 years later gold exceeded $800 an ounce.

We support and ask you to help ensure that enactment of Senate 2055 will, as the bill states, reserve no water to either wilderness or special management areas.

Finally, while some might have us believe that this is the end of the wilderness issue in Idaho, it is not. The BLM RARE II studies have resulted in public land withdrawals for consideration. Millions of these acres are being proposed as wilderness for the State of Idaho.

We appreciate the job you've done, and we thank you for the opportunity to testify.

Senator McClure. Thank you very much.

Governor Andrus. Thank you.

Senator McClure. Now, Mr. Kimball.

STATEMENT OF ROBERT KIMBALL, J.R. SIMPLOT CO.

Mr. Kimball. Senator McClure, Congressman Craig, Governor Andrus, I appreciate the opportunity to comment.

Neither the proposed wilderness areages, nor the special management areas have been fully studied or examined for mineral potential. In most cases there has been only a cursory investigation of mineral potential.

New technology, such as computer photo image enhancement, could be used to delineate exploration targets, locating strategic mineral deposits.

This country is heavily dependent on foreign imports of many strategic minerals. The American mining industry cannot produce the metals and minerals our country needs if we continue to be prevented from exploring vast parts of the federal land designated as wilderness.

We need the opportunity to explore materials vital to our country, and mine subject to appropriate environmental regulations.

Another serious concern is the effect of these withdrawals on water rights. The McClure-Andrus bill states that enactment would reserve no water to either wilderness or to special management areas. It says, "The United States may require such water rights as it deems necessary to carry out its responsibilities pursuant to the substantive and procedural requirement of the laws of the State of Idaho."

However, the landmark decision by U.S. District Court Judge John Kane in Colorado stated that the very designation of wilderness reserves sufficient water to maintain its wilderness condition. The interdiction of existing water rights would be catastrophic for downstream users, both industrial and agricultural. Water rights must be maintained if we are to see the orderly development of basic industry and preserve a viable economy.

The Snake River water rights controversy has been adjudicated to the point where it is all but resolved. This should not be interrupted.

A final major concern of public land withdrawal is the constant reference made by the press and other concerned groups that this S. 2055 will settle Idaho's wilderness conflicts once and for all. This proposal does not include the ultimate results of the RARE II studies on Idaho's Bureau of Land Management public lands.

Groups that want additional areas designated for total protection on Forest Service lands are seeking millions of acres of BLM lands for wilderness.

Senator McCLURE. Mr. Kimball, your entire statement is in the record. Thank you very much for your testimony.

Mr. KIMBALL. All right. Thank you.

[The prepared statement of Mr. Kimball follows:]

COMMENTS ON THE IDAHO WILDERNESS ISSUE AT CITY COUNCIL CHAMBERS BOISE, IDAHO

J.R. SIMPLOT COMPANY

MARCH 11, 1988

The J.R. Simplot Company, headquartered in Boise, Idaho, is being represented by Robert Kimball, the Corporate Director of Minerals Exploration, and David H. Hawk, Corporate Director of Energy, Natural Resources.

Bob Kimball is a member and past chairman of the BLM Idaho Falls District Advisory Council. He is also a past chairman, and a current member of the Snake River Section of the American Institute of Mining Engineers. He serves as an adjunct professor of geology for the University of Idaho. He has been involved in mining and mineral land reclamation for over twenty-five years.

David Hawk is past President of the Idaho Association of Professional Geologists, a past member of the Boise District BLM Multiple Land Advisory Council, and an active member of the American Association of Petroleum Geologists, the Rocky Mountain Association of Geologists, and the Geological Society of America. He is a national lecturer at numerous energy symposia, a past adjunct professor of exploration geology at Boise State University, and a member of the Advisory Boards of the Idaho Geological Survey and the Boise State University Department of Geology and Geophysics.

The J.R. Simplot Company, with interests in mining, grazing and other public land uses, is potentially impacted by wilderness designations. We understand the manner and spirit in which Senator James McClure and Governor Cecil Andrus have cooperated to arrive at a proposal which they could bring to the public and the U.S. Congress. We applaud their efforts.

We offer the following comments in support of Senate Bill 2055, and to preserve its integrity and the options it offers. While S-2055 designates 1.4 million acres as wilderness, it sets aside 611,000 acres for special management. Hard release language must be included to insure that this 611,000 acres does not become defacto wilderness, thus excluding development of economic timber and mineral resources. These lands should be managed under the multiple use concept. Certainly ten years in limbo, while awaiting the decision-making process, must be avoided.

Neither the proposed wilderness acreage, nor the special management areas,have been fully studied or examined for mineral potential. In most cases there has been only a cursory investigation of mineral potential. New technology, such as computer Photo Image Enhancement, could be used to delineate exploration targets, locating strategic mineral deposits. This country is heavily dependent on foreign imports of many strategic minerals. The American mining industry cannot produce the metals and minerals our country needs if we continue to be prevented from exploring vast parcels of Federal land designated as Wilderness. We need the opportunity to explore materials vital to our country, and mine subject to appropriate environmental regulations.

Today's economic studies of the mineral potential of an area proposed for withdrawal from multiple land use status need to be more thorough and futuristically oriented. When the mineral assessment studies were being made in the mid-60's, in the area ultimately known as the Frank Church River of No Return Wilderness, the economic studies used gold at $35 per ounce. Twenty years later the price of gold is over $400 per ounce.

As an example of the concern about the increasing domestic shortage of strategic minerals which can only be exacerbated by excessive wilderness withdrawal; I quote James Ziglar, Assistant Secretary for Water and Science, Department of the Interior, "Our increasing imports from the Soviet Union...can be correlated to our recent sanctions on South Africa. Chrome imports from the Soviets rose recently from an average of 479 tons per month to 6,440 tons per month for the period ending March 31. Antimony imports have increased 98-fold. We also are importing more ferrosilicon, manganese, industrial diamonds, silver, platinum and rhodium from the Eastern bloc." (end of quote) Furthermore, thousands of jobs have been lost in the mining industry in the United States because of wilderness withdrawals. What better way to hamstring the economy of this country than by suppressing a basic industry such as mining?

Another serious concern is the effect of these withdrawals on water rights. The McClure-Andrus bill states that enactment would reserve no water to either wilderness, or to special management areas. It says, "The United States may require such water rights as it deems necessary to carry out it's responsibilities...pursuant to the substantive and procedural requirement of the laws of the State of Idaho." However, the landmark decision by U.S. District Court Judge John Kane in Colorado stated that the very designation of wilderness reserves sufficient water to maintain its wilderness condition. The interdiction of existing water rights would be catastrophic for downstream users, both industrial and agricultural. Water rights must be maintained if we are to see the orderly development of basic industry, and preserve a viable economy. The Snake River water rights controversy has been adjudicated to the point where it is all but resolved. This should not be interrupted.

A final major concern of public land withdrawal is the constant reference made by the press and other concerned groups that this S-2055 will settle Idaho's wilderness conflicts once and for all. This proposal does not include the ultimate results of the Rare II studies on Idaho's Bureau of Land Management public lands. Groups that want additional areas designated for total protection on Forest Service lands are seeking millions of acres of BLM lands for wilderness. This will surely result in proposals for additional land withdrawals, and wild and scenic river designations.

There is an emerging recognition of the importance of materials to our economy and to our society among Federal policymakers. Together with the private sector, both federal and state officials should consider the importance of strategic minerals, and maintain a balanced perspective in allowing adequate development of critical materials in Idaho.

Thank you for the work you have done in the interest of Idaho's public lands. We recognize that yours was a difficult task. You have handled it well. Your adjudication of the issues is appropriate and timely.

Senator McClure. Mr. Torf.

STATEMENT OF MARK TORF

Mr. Torf. Good afternoon, Mr. Chairman, Congressman Craig, Governor Andrus, representatives of the committee.

My name is Mark Torf. I reside in Boise, ID. I'm formerly a resident of Pocatello, ID.

I'm one of those working people in Idaho we heard so much about this morning. I've been an environmental specialist for the last ten years; nearly five of those in the State of Idaho.

I have become extremely familiar with water quality issues. I understand how to measure water. I understand how to sample water. And unfortunately, all too recently, I've had too much experience cleaning up toxic spills in water.

It was not, however, until I had a chance to kayak the South Fork of the Salmon River through the Payette National Forest that I came to feel that I really understood water. It was an immensely exciting experience. It was a valuable experience.

The experience would not have been the same if that area had a greater abundance of roads, a greater abundance of damage from improper development, improper logging activities.

The South Fork of the Salmon River flows through the Needles, the Secesh, the Caton Lake portions of the watershed. It also cuts through the Salmon River Breaks area.

The Salmon River Breaks is not included in Senate Bill 2055.

The Needles, the Secesn and the Caton Lake portions of the watershed were cut up. The boundaries were not drawn, in my view, in a manner that would protect the water quality of the Salmon River watershed, be it the South Fork or the Main Fork of the Salmon.

I saw hikers as I was traveling the South Fork of the Salmon. I saw other boaters from out of state. Although this area is somewhat remote, it was receiving use.

I should mention, too, lest you think that I'm a kayaker, and that kayakers are a mild use of the resource. Let me tell you that the first few experiences in wilderness in Idaho that I had, I was accompanied by disabled people. I was accompanied by elderly, and I was also accompanied by children.

I urge you to consider those areas.

Thank you very much.

Senator McClure. Thank you.

Thank you, ladies and gentlemen of the group.

[The prepared statement of Mr. Torf follows:]

TESTIMONY

on S.2055, The Idaho Forest Management Act

by Mark Torf

Boise, Idaho March 11, 1988

My name is Mark Torf and I live at 1404 N. 5th Street, Boise, Idaho. I am formerly a resident of Pocatello, Idaho. I have become acquainted with many roadless areas throughout Idaho. I regularly hike and fish, as well as kayak and bicycle. Although I emphasize my recreational interests, I cannot overemphasize my concern for a healthy economy and belief that responsible development need not damage wildlife and fisheries resources. Nonetheless, I am extremely concerned that S.2055 will promote, and in some cases require, damaging and uneconomical "management" of Idaho's roadless lands.

Numerous special management provisions either directly conflict with the spirit and intent of the Wilderness Act or attempt to prescribe management decisions to Forest Service professionals. I am adamantly opposed to:

1. Mandated logging in Idaho's Panhandle National Forest.
2. Any abrogation of water rights in areas designated as Wilderness.
3. Any provisions which attempt to override the Forest Service planning process.

Provisions such as Sec.103, Paragraph 5, which call for a French Creek Special Management Area in the Payette National Forest, have no place in a "wilderness" bill, let alone in a bill before Congress.

For example, this section prescribes the development of an "ecotone." I respectfully suggest that an ecotone, a natural transitional boundary between two plant communities usually arising from differences in geology, moisture, available nutrients, or abrupt events such as fire, wind or logging[1] need not be mandated by Congress in an "Idaho Forest Management Act." Congress should mandate that land management activities do not harm fish, wildlife or recreational opportunities. In fact, Congress has already provided the administrative tools necessary to evaluate and implement sound resource management decisions through the National Forest Management Act and the Federal Land Policy and Management Act.

This bill is filled with standards ranging from specifying where an ecotone must be (where are they appropriate?) to the number of "elk site distances" necessary in a particular subarea of a forest district. These attempts to focus on minute technical decisions in certain roadless areas, while not in others, are simply a smoke screen attempting to hide the non-scientific, illogical boundaries elsewhere in the bill.

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[1] Spurr, Stephen H. and Barnes, B.V. 1973. Forest Ecology. John Wiley and Sons, New York, New York, 521 pp.

For example, special managment zones along the western side of the South Fork of the Salmon River in the "Needles" areas of the Payette Forest will not offer sufficient protection to salmonid spawning habitat. In some cases, boundaries have been drawn with apparently little consideration for ecological zones. Catastrophes from roading and logging, the resultant uncontrolled sedimentation of a river, are an unfortunate though well-known chapter in local history. S.2055 should provide wilderness-level protection through the Needles and Secesh on the west side of the South Fork, as well as for the Caton Lake areas on the east side. Likewise, wilderness designation of the unroaded Salmon River Breaks, French Creek and Rapid River areas will help preserve the unique fisheries and big game habitat from potentially devastating intrusions.

Similarly, numerous areas in the Boise National Forest have been ignored. While a fraction of the "Tenmile West" area would be protected, areas upstream and downstream along the Middle and North Forks of the Boise River have been left out. These lands are close to Boise and yet offer the increasingly rare opportunity to walk or travel by horse through undisturbed country. The Peace Rock area, too, would preserve wilderness-style recreational opportunities for rafting and kayaking, as well as fishing.

Instead of **wilderness protection** on the Boise Forest, S.2055 offers motorized vehicle trails for the Lime Creek area. Although Section 103, subsections 7 and 8 prohibit construction of new trails for the Lime Creek and Smokies areas, motorized vehicle use will likely create a maze of new roads and trails anyway. These areas deserve full wilderness protection.

Rather than S.2055, I urge the Committee to consider carefully the 3.9 million acres, 41 area proposal sponsored by Rep. Kostmayer (H.R.1512). While this legislation encompasses far less than the nine million acres of unroaded land currently inventoried, it does offer a well-reasoned compromise. **The 3.9 million acre proposal is something that Idahoans, and Americans, can live with; S.2055 is something we can live without.**

Senator McClure. Next group: Alfred McGlinsky, Bill Tonkin, Lynne Stone, Gary Richardson, Edwina Allen and Paul Nettleton.

And following this group, if the following people will come forward and be ready to follow this group: George King, Nelle Tobias, Sheldon Bluestein, Jay Rais, Mike Ihli and Dane Watkins.

Alfred McGlinsky.

STATEMENT OF ALFRED M. McGLINSKY

Mr. McGlinsky. Gentle people, my name is Alfred M. McGlinsky. I live at 12713 Bennett Lane in Nampa, ID. I have lived in western Idaho for ten years. I came to Idaho 26 years ago, living then in eastern Idaho.

We continue to own land, about 400 acres, near the Garns Mountain area which has been omitted from the proposed bill. That omission is one of the many mistakes of the proposed legislation.

Let me say that it is difficult for me to oppose any legislation which would set aside land for wilderness protection, for I belive so strongly that wilderness is already in too short a supply.

Yet, this bill is so seriously flawed that it must be opposed in its present form. It would have my support with the following alterations:

1. The wilderness acreage should be increased to coincide with that proposed by the Idaho Wildlands Defense Coalition, about 4-million acres. Given that we are talking about planning once and for all for an increasing population with an increasing amount of leisure time in recreational resources, that proposal is a reasonably conservative approach.

2. The special management area language should be deleted. The language of the Wilderness Act of 1964 itself was debated at length as that bill became an act of Congress. As a result, it is clear, concise and by now, familiar, tested and proven in its ability to deal with the issues, possible classification and potential conflicts associated with establishing protection for such national treasures as those which create Idaho's countenance.

I don't think we need special new language, new categories, different classes of action.

3. I have a similar concern for introducing water rights language in the Idaho wilderness discussion. I don't believe it's necessary, and I believe it sets a bad precedent.

4. Off-the-road vehicle corridors into proposed wilderness areas ought to be removed, for they violate the very concept which the wilderness act was designed to protect. It's as simple as that.

I appreciate this opportunity to contribute to this discussion. Such spectacular wilderness areas as we have in our state are in critically short supply almost everywhere else. One can safely say that we are blessed with an abundance of what most every state would thrill to have but has never had and never will.

Senator McClure. Thank you very much. Your statement is in the record in full.

[The prepared statement of Mr. McGlinsky follows:]

STATEMENT OF ALFRED M. MCGLINSKY
FOR THE HEARING RECORD ON THE
ANDRUS/MCLURE IDAHO WILDERNESS BILL
CONDUCTED BY THE U. S. SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS
BOISE, IDAHO MARCH 11, 1988

My name is Alfred M. McGlinsky. I live at 12713 Bennett Lane in Nampa, Idaho. I have lived in western Idaho now for ten years. I came to Idaho 26 years ago, living then in eastern Idaho. We continue to own land, about 400 acres, near the Garns Mountain area which has been omitted from the proposed bill. That omission was one of many mistakes of the proposed legislation.

It is difficult for me to oppose any legislation which would set aside land for wilderness protection; I believe so strongly that wilderness is already in too short supply. Yet this bill is so seriously flawed that it must be opposed in its present form. It would have my support with the following alterations:

1. The wilderness acreage should be increased to coincide with that proposed by the **Idaho Wildlands Defense Coalition**, about four million acres. Given that we are talking about planning once and for all for an increasing population with an increasing amount of leisure time and recreational resources, that proposal, which is the existing Kosymayer House bill, is a reasonably conservative approach.

2. The "Special Management Area" language should be deleted. The language of the Wilderness Act of 1964 itself was debated at length as that bill became an act of the Congress. As a result, it is clear, concise and, by now, familiar, tested and proven in its ability to deal with the issues, possible classifications and potential conflicts associated with establishing protection for such National treasures as those which grace Idaho's countenance. It is folly to think we need a special new language, new categories, different classes of action.

3. I have a similar concern for introducing water rights language in the Idaho wilderness discussion. I don't believe it is necessary and I believe it sets bad precedent.

4. ORV corridors into proposed wilderness areas ought to be removed for they violate the very concept which the Wilderness Act is designed to protect...its as simple as that. The corridor idea is another example of why we would err should we think Idaho's wilderness cannot be properly treated using already established and tested policy, namely the Wilderness Act of 1964.

I appreciate this opportunity to contribute to this discussion. Such spectacular wilderness areas as we have in our state are in critically short supply almost everywhere else. One can safely say that we are blessed with an abundance of what most every other state would thrill to have, but has never had. And never will.

It was Thoreau who said "A man is rich in proportion to that which he can afford to let alone". In that sense, we are already a wealthy state, the envy of many. Passage of a modified Idaho wilderness bill which would incorporate the protections of the Wilderness Act for the four million acres described in the Idaho Wildlands Defense Coalition compromise proposal would assure our continued good fortune.

Thank you.

Sincerely,

Alfred M McGlinsky

Alfred M. McGlinsky
12713 Bennett Lane
Nampa, Idaho 83651

Senator McCLURE. Mr. Tonkin. And could you again pull the microphones directly in front of you.

STATEMENT OF BILL TONKIN

Mr. TONKIN. Senator McClure, Governor Andrus, Congressman Craig, my name is Bill Tonkin. I'm an accountant, 60 years old, and a fourth generation Idahoan.

Philosophically, I am a conservative—politically, financially and as to the use of our natural resources. I am a strong advocate of the private enterprise, free-market system. I also believe the consumptive use of our natural resources, timber, minerals and grazing lands should be dictated by economic considerations, including a clear eye to their potential future values, both tangible and intangible. Where the justification for present consumption of those resources is at all unclear, I favor erring on the side of conserving them for the future.

As to the subject of today's hearings, I am here to demonstrate that the only users of Idaho's wilderness are not young, macho and/or wealthy. While failing all of those tests, I can tell you that I have hiked most areas of the backcountry of Idaho south of the Salmon River for 50 years and hope to continue to do so for many years to come.

At about age seven, each of our five children have been introduced to the exhilarating experience of hiking, camping and fishing in the solitary areas of our beautiful State. Their decision to remain here, as was my own, has been strongly influenced by the presence of that resource, in spite of much more financial opportunities elsewhere.

The legislation developed and proposed by Senator McClure and Governor Andrus is not perfect. But what in the experience of our lives ever has been or will be? It represents a far better alternative to the extreme use of either the exploiters or the ultraconservationists or to doing nothing.

I am strongly opposed to any reduction in areas included in this proposal. Based on my own presence and experience in the areas, I would prefer and urge inclusion of the Boulder Mountains near Ketchum, and more restriction on the use of motorized vehicles, particularly the restriction from the Big Smoky drainage.

Economic development in our state is a critical concern, but it should not be obtained at the cost of such a valuable heritage as our pristine wilderness.

Senator McCLURE. Thank you very much.

[Applause.]

Senator McCLURE. Lynne Stone.

STATEMENT OF LYNNE K. STONE

Ms. STONE. My name is Lynne Stone. I do not support Senate Bill 2055. One of the reasons is that it has no wilderness protection for the Smoky Mountains. In the Smoky Mountains lives one of Idaho's most rarest animals, the wolverine.

Since 1960, only 11 confirmed sightings have been made of the wolverine in the entire State. Three have been in or near the Smoky Mountains.

I have a map. The red triangles show the confirmed sightings of the wolverines. The nine orange triangles show the probable sightings.

I have a real vested interest in the wolverine because the 11th and most recent sighting was mine. I found a wolverine in the Beaver Creek drainage last September when hiking with my nine-year-old son, Brian, who couldn't be here today, but would like to speak up for the children who like wilderness.

And here's the creature. You're probably one of the few audiences that's ever been to a Senate hearing that's seen a wolverine dead or alive.

I'm transporting this animal from Stanley to a biologist here in Boise where it will be left for study.

The wolverine needs our help to survive. What if we only had 100 elk left in the entire State, wouldn't we do something? Wouldn't we pull out all the stops to help them?

The Smoky Mountains is an area where we can help them. But S. 2055 doesn't do it. The special management language allows road building, deficit timber sales and continued ORV use.

Right now the Fairfield Ranger District which administers the Smoky Mountains has 95 percent of the trails motorized. Only 5 percent are non-motorized. Fortunately these trails are not in the condition that are conducive to dirt bike riding. But the ORV lobby wants to spend tax dollars to improve those trails.

The wolverines say enough is enough. Wolverines require wilderness. The Smokies should be for wolverines.

I ask that Senate Bill 2055 be amended to include a wilderness in the Smokies. Thank you.

[Applause.]

Senator McClure. Thank you.

[The prepared statement of Ms. Stone follows:]

Lynne K. Stone
Box 8519
Ketchum, Idaho 83340

726-4838

FOR THE HEARING RECORD
SUBMITTED IN BOISE, IDAHO, MARCH 10, 1988
TO THE SENATE SUB-COMMITTEE ON PUBLIC LANDS

My name is Lynne Stone. I am speaking as an individual.

I do NOT support the Idaho Forest Management Act S.2055. I do support the Idaho Wildlands Defense Coalition proposal - HR. 1512.

One of the reasons I cannot support Senator McClure's bill is its lack of protection for the Smoky Mountains -- the mountain range a few hundred yards from my front door in Ketchum. The Smokys are one of Idaho's finest wildlife forests and home to one of Idaho's rarest creatures -- the wolverine. The wolverine is so scarce that it is classified as a Species of Special Concern by the Idaho Department of Fish and Game.

Since 1960 only 11 confirmed wolverine sightings have been recorded in the entire state. Three have been in or bordering the Smoky Mountains, the other six in north Idaho. In addition, there have been 89 probable sightings statewide by reliable sources. Nine of these have been in or near the Smoky Mts.

I have a personal committment to the future of the wolverine because the last confirmed sighting was mine. It is here today. I found this wolverine in upper Beaver Creek in the Smoky Mountains, last September, when hiking with my nine-year old son. How did this wolverine die? I'm not sure. It was found on a wooded trail in an area heavily grazed by domestic sheep. Did a stockman kill it? I cannot say as I see no reason for that since wolverines feed almost entirely on carrion, not live animals, not live sheep.

This creature is the second wolverine to be killed in Beaver Creek. The other was caught in a trap and shot in 1976. Perhaps some of you have seen that animal -- it is the one displayed at the SNRA Headquarters north of Ketchum. It is in much better condition than the remains before you.

I have a map showing the three confirmed and nine probable sightings in or near the Smoky Mountains. The confirmed sightings are shown by the red triangles and the nine probable sightings by the orange triangles. The area outlined in yellow is the Idaho Wildlands Defense Coalition's Smoky Mountain Wilderness Boundary. The photo attached to the map shows the incredible Beaver Creek drainage.

The wolverine needs our help to survive. What if only 100 elk had been seen in all of Idaho in the last 28 years? Would we not pull out all the stops to ensure their survival? To ensure their habitat?

PAGE TWO
FOR THE HEARING RECORD
Lynne Stone

Idaho biologist Maurice Hornocker stated in a 1983 article that wolverines need "adequate wilderness habitat". His research found that a male wolverine may range 165 square miles and travel distances of more than 100 miles.

What is the hope for the wolverine? The hope is in preserving the remote wild areas where they live.

There is no hope for the wolverine in your (Senator McClure) S.2055 Special Management Area for the Smokys. This SMA does NOT prohibit road building, logging or motorized travel. This bill will reduce wolverine habitat.

In the Fairfield Ranger District which administers most of the Smoky Mountains, only 5% of the trails or 49 miles is non-motorized. The remaining 95% or 252 miles is open to off-road vehicles. Many of those 252 miles are narrow, poorly graded, subject to erosion and washout -- all qualities that make dirt bike riding difficult. However, ORV interests are persistent in their efforts to improve trails so that dirtbikes can more easily reach the rugged, remote wilderness heart of the Smokys. S. 2055 will allow them to do so, further shrinking wolverine sanctuary.

Wolverines need wilderness. Not ORV boulevards into their homeland. Not timber sales or roadbuilding. Wilderness in the Smokys will also protect important elk and mountain goat habitat.

To keep this habitat roadless, in 1984 the Idaho Department of Fish and Game recommended 87,000 acres of Wilderness in the Smoky Mountains -- a recommendation that is ignored by S.2055. The Idaho Wildlands Defense Coalition recommends 130,000 acres. If we could converse with a wolverine -- it would most likely ask for the entire Smoky's roadless area -- 260,000 acres plus the adjoining magnificent Beaver Creek drainage.

For the scarce wolverines that are, at this moment, roaming the high snow-covered ridges and forested valleys of Big Smoky Creek, Paradise Peak, the Ross Fork Basin, Royal Gorge -- I ask for Wilderness as the best protection for their survival.

Sincerely,

Lynne K. Stone

Lynne K. Stone

SMOKY MT REGION
WOLVERINE SIGHTINGS

(Source: Report by Craig Groves
Idaho Natural Heritage Program, 1987)

Confirmed Sightings (photo or carcass)

Report No.			
# 3	1976	Beaver Creek	H. Schaefer, trapper
9	1985	Paradise Lake	R. King, bear hunter
11	1987	Beaver Creek	L. Stone

Probable Sightings

Report No.			
# 3	1962	Decker Flats	R. Lyon, IDFG
#32	1978	Rock Creek, Sawtooth Wil.	J. Mallea, Trapper
#34	1979	Galena Summit	B. Sturges
#40	1980	Ross Fork Lakes	R. Gale USFS
#43	1981	Lime Creek	S. Merrell IDFG
#44	1981	MFK Boise R, Sawtooth Wil.	P. Hanna IDFG
#71	1984	MFk Boise R	S. Roeber
#83	1986	Vienna	T. Kemery, trapper
#87	1987	SFk Boise River near Marshall Peak	K. Higgs USFWS

1960-1987	TOTAL	Number in or near Smoky Mts
CONFIRMED SIGHTINGS IN IDAHO	11	3
PROBABLE SIGHTINGS IN IDAHO	89	9

Beaver Creek
2 Confirmed Wolverine
Sightings

THE SMOKY MOUNTAINS

AND NEARBY AREAS

WOLVERINE SIGHTINGS 1965 - 1987

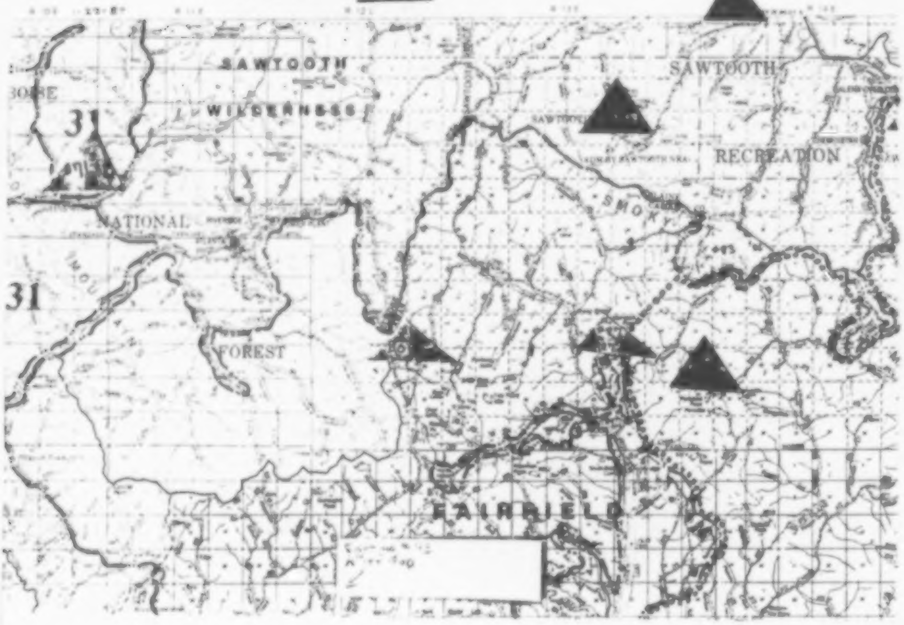
encompasses some of the nation's most magnificent country.

Managed and protected by the U.S. Department of Agriculture's Forest Service, the Sawtooth National Forest has been providing goods and services to the American people since its establishment in 1905.

It is our pleasure to present this map of the northern division of the Sawtooth. We hope that you will take the time to read the brief information listed here. You are encouraged to contact the local Forest Service offices in the area you plan to visit for specific and current information. A list of these offices is provided on the back cover.

Although ... recreational facilities and opportunities, the Sawtooth National ... multiple benefits. Professional management ensures ...

NO. OF SIGHTINGS IN OR NEAR SAWTOOTH WILDERNESS



Senator McClure. Gary Richardson.

STATEMENT OF GARY RICHARDSON

Mr. Richardson. My name is Gary Richardson. I've recently been described as the bearded and balding Gary Richardson. No doubt you gentlemen can relate to that. [Laughter.]

I'm speaking for myself and for several hundred friends of Lime Creek. We want to thank you, Senator, Governor, Congressman and committee staff for coming to Idaho to hear what we think.

Many of us have written to you and the Forest Service to urge protection for Lime Creek and the other unroaded areas of the Soldier Mountains.

I can't tell you how elated I was the morning of December 30th when you announced that you had included Lime Creek in your plan.

I have spent much of my free time this past year trying to acquaint people with the Lime Creek area and the Soldier Mountains and with the importance of protecting the area from development. In fact, I have taken quite a bit of flak about going public about the area. It's the kind of place you like to keep to yourself.

For the past decade, I've been sneaking up there, telling only a few people about the area, always stressing the rattle snakes. There are lots of rattle snakes.

In less than two hours I can be catching wild native trout in the true wilderness stream. There are people who will travel thousands of miles to do that, and I've taken some of them up there. Senator, your former press secretary may have spoken about his trip up there one weekend.

Close to the population centers of southern Idaho the Soldier Mountains will attract increasing numbers of people as we grow.

I think the proposal you announced in December makes a lot of sense for Lime Creek. Prohibiting road building and logging in the sensitive headwaters of the Lime Creek drainage offers better protection to the area's fish and wildlife habitat than the Forest Service's semi-primitive area plan.

Your proposal recognizes the growing importance of the Lime Creek/Soldier Mountains area as a recreational resource. It will protect the premier fishery in Lime Creek and the excellent deer and elk range, even wolverine habitat throughout the Soldier Mountains.

Unfortunately, the bill does not do what you announced. I know you've said you will make some corrections. I think it needs to be specifically pointed out that the purpose of the designation is recreational use, because later in the bill, Subsection (b) in that section, refers to the need for that established use directing the administration.

Senator McClure. Thank you.

Mr. Richardson. I've also got some other recommendations for some adjustments to the boundaries in my proposal.

Senator McClure. Thank you very much. The attachments to your statement will be made a part of the committee file.

Thank you.

Mr. Richardson. Thank you.

[The prepared statement of Mr. Richardson follows:]

U.S. SENATE PUBLIC LANDS SUBCOMMITTEE HEARING
BOISE, IDAHO -- MARCH 11, 1988
TESTIMONY OF GARY RICHARDSON

My name is Gary Richardson. I live in Boise and fish in Lime Creek whenever I can. I am speaking for myself and for several hundred friends of Lime Creek.

We want to thank you, Sen. McClure, Gov. Andrus, Sen. Bumpers and the committee -- particularly the committee staff-- for coming to Idaho to hear what we think.

Many of us have written you and the Forest Service to urge protection for Lime Creek and the other unroaded parts of the Soldier Mountains.

I can't tell you how elated I was the morning of Dec. 30th, when you announced that you had included Lime Creek in your proposal.

I have spent much of my free time this past year trying to acquaint people with Lime Creek and the Soldier Mountains and with the importance of protecting the area from further development. In fact, I have taken a bit of flack for going public about the area. It's the kind of place you like to keep to yourself.

For the past decade, I've been sneaking up there, telling only a few people about the place -- always stressing the rattle snakes, of course -- the place is crawling with them. In less than two hours, I can be catching wild, native rainbow trout in a true wilderness stream.

There are people who will travel thousands of miles to do that. I've taken some of them up there. (Your former press secretary, Senator, may have mentioned his day on Lime Creek a few years ago.) Close to the population centers of southern Idaho, the Soldier Mountains will attract increasing numbers of people as we grow.

I think the proposal you announced in December makes a lot of sense for Lime Creek. Prohibiting roadbuilding and logging in the sensitive headwaters of the Lime Creek drainage offers better protection of the area's fish and wildlife habitat than the Forest Service's "semi-primitive" area plan.

Your proposal recognizes the growing importance of the Lime Creek-Soldier Mountains area as a recreational resource. It will protect the premier fishery in Lime Creek and the excellent deer and elk range -- even wolverine habitat -- throughout the Soldier Mountains.

Unfortunately Senate Bill 2055 does not do what you announced in December. While section 103, subsection (a)(7), establishes a Lime Creek special management area, it fails to specify recreational use as the purpose of the designation. That clarification is needed because subsection (b) directs the administration of each area "to achieve the purposes for which each area was established."

The bill prohibits new trails but fails specifically to prohibit roadbuilding and logging in Lime Creek, as was intended by your announcement. Such language is essential to preserving the area's outstanding fish, wildlife, and recreational values.

Not all friends of Lime Creek are happy with your decision to allow off-road vehicle use in the area. While I personally prefer less noisy modes of travel, I do not think responsible use of some trails by ORV's poses the danger to Lime Creek that roadbuilding and logging do. However, the idea of changing trail designations from time to time is a poor one and will lead to unnecessary confusion and user conflict.

The notion of designating some trails solely for motor vehicles -- not mentioned in your December announcement, but appearing for the first time ever in the bill -- is a public land management innovation that I am sure Congress will have the good sense to delete. We don't even stop people from hiking along the interstate highways in Idaho. Why should we stop them from walking or packing on trails originally created for that purpose?

The boundaries of the Lime Creek recreation area need adjustment. Most of the lower, main stem portion of Lime Creek has been left out. My guess is that this oversight was caused by the Sawtooth National Forest's failure to indicate on some of its maps that lower Lime Creek is part of the roadless area.

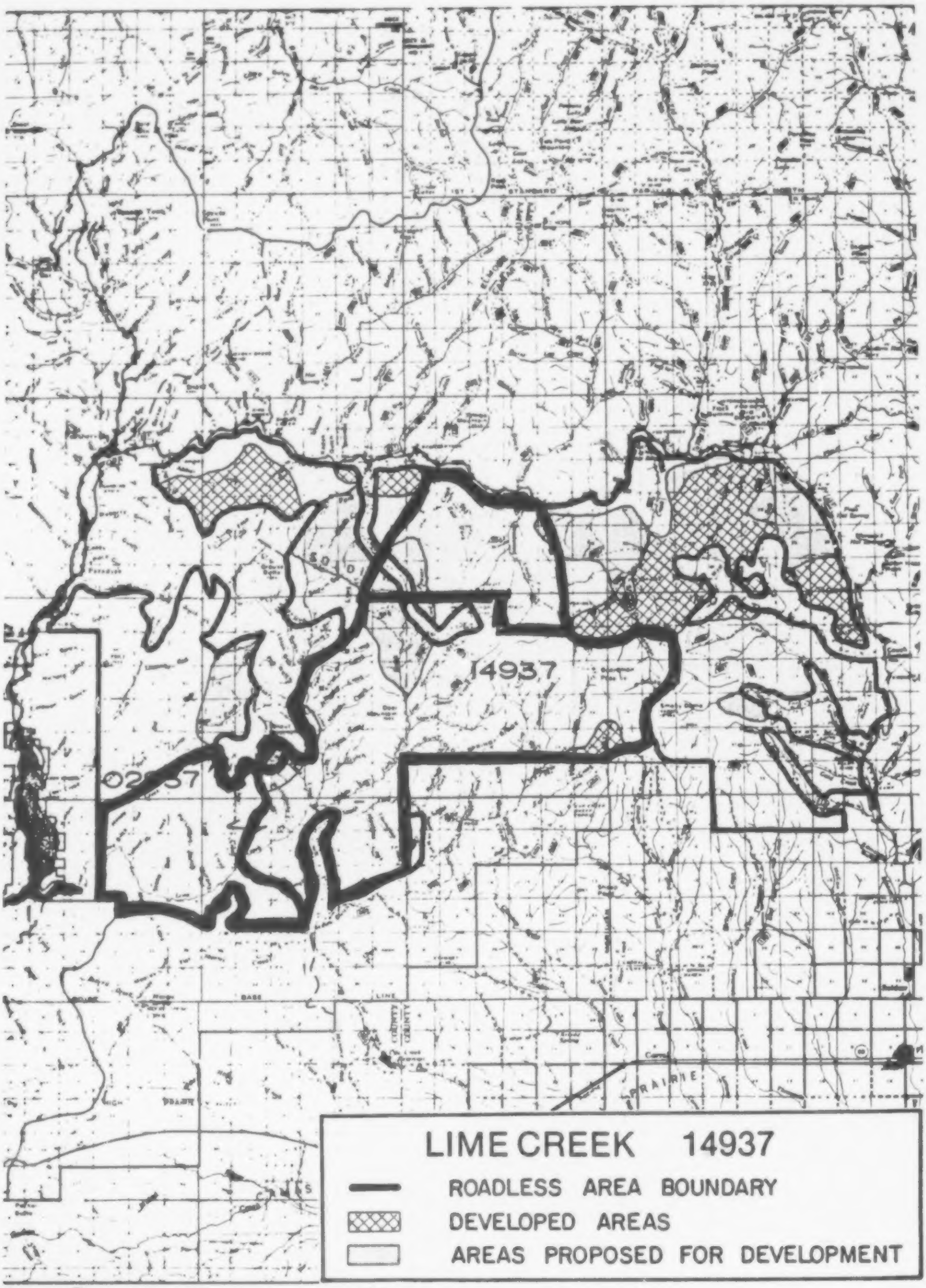
Your proposed western boundary is actually an administrative line drawn when the Sawtooth swapped management responsibilities with the Boise National Forest for part of the Sawtooth Wilderness when the Sawtooth National Recreation Area was created. A better boundary would follow the ridge between Deer Creek and Lime Creek to the forest boundary near Honey Creek. It would protect the lower tributaries as well as the lower five mile of Lime Creek -- and some wolverine habitat.

The northern boundary also seems arbitrary. Following the township survey line from Buckhorn Creek, it slices through Heart Lake, then drops a section further south and follows survey lines east to the roaded area at Boardman Creek.

A better boundary would include Beaver Creek and Deadwood Creek, the only unroaded watershed left on the north slope of the Soldiers, and the best hiking and packing route into Heart Lake. Even the Forest Service plan includes these drainages in its semi-primitive management area.

I have attached a copy of a map of the Lime Creek roadless area showing the boundary adjustments I am suggesting. I am also including copies of Headwaters, our newsletter, and a flyer about Lime Creek and the Soldier Mountains. If any members of the committee or the staff can spare a few hours this weekend or sometime in the future, I would be glad to introduce you to a bit of undiscovered Idaho.

Again, I want to thank you for including Lime Creek in the Idaho Forest Management Act of 1988. And finally, I'd like to leave these reminders of our slogan: "Lime Creek Is No Lemon."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FRIENDS OF LIME CREEK
PROPOSED ADJUSTMENT

Senator McClure. Now, Edwina Allen.

Mr. Richardson. These are reminders that Lime Creek is no lemon.

Senator McClure. I thought maybe you brought the limes for some reason.

STATEMENT OF EDWINA ALLEN

Ms. Allen. Senator McClure, Governor Andrus, members of the committee, my name is Edwina Allen. I live in Boise.

I want to thank Senator McClure and Governor Andrus for their personal commitment to bring forth a bill concerning the difficult issue of forest wilderness in Idaho. Now it is the turn of folks like me who also know and love Idaho's forests to suggest ways of improving the Idaho Forest Management Act.

As you hear and evaluate our comments today, I urge you to remain flexible. I feel truly fortunate to live in Boise and be able to make frequent day and weekend escape trips to the Boise and Payette National Forest to some of the special backyard, backcountry that is part of Idaho's 9-million acres of roadless forest land.

In just a few hours' time I can be hiking to beautiful Box Lake in the solitude of the Secesn. I can enjoy the spectacular geology of Lava Ridge near Patrick Butte, or I can share the splendid valleys of French Creek with the elk and other wildlife.

In the earliest spring, a Rapid River hike is a welcome cure for restless feet.

One often hears that only the young and strong can enjoy a roadless areas. I sit before you to dispute this. In school I was outstandingly unathletic, always among the last to be chosen for any team. But even I, at my own pace, can walk along a trail. Walking is a sport than can be enjoyed by most people.

Wilderness also has great values beyond personal recreation. It provides for watershed, grazing, wildlife and is a significant contributor to tourism, Idaho's second largest industry.

In summary, I find Senate 2055 to be insufficient in both areas and acres. I urge you to join me in supporting the wilderness boundaries of the Idaho Wildlands Defense Coalition proposal defined by H.R. 1512. Idaho cannot afford to have any less wilderness.

Thank you for this opportunity to communicate with you.

Senator McClure. Thank you.

Paul Nettleton.

STATEMENT OF PAUL NETTLETON

Mr. Nettleton. Senator, Governor, Congressman, I am very happy to be able to come today and speak with you.

My name is Paul Nettleton. I'm a fourth generation rancher from Owyhee County. My great grandfather came in 1865 to that area. And I'm speaking for myself as an individual today.

I am opposed to Senate Bill 2055. Mainly for the reason that it creates more wilderness, bottom line.

When I walked in the room today, I was not totally against the wilderness concept. I thought only that we had enough already in Idaho and didn't need any more. But I've listened to a lot of speakers speak today, and it's only increased my resolve to be opposed to all wilderness.

Listening to testimony, it seems like the preservationists want it all for themselves. No more traditional Idaho natural resource industry is allowed. No more bikers, trail machines, snowmobilers or what have you. It's really discouraged me.

I've been rather amused by some of the testimony here. The lady beside me thinks wolverines need help to survive. I hope the heck she isn't thinking that it's her, but her wolverine didn't survive, it didn't look to me like.

Ms. STONE. It was probably killed by a sheepman in Beaver Creek.

Mr. NETTLETON. What have you.

There's a situation here where 95 percent of the people are being excluded from these areas of Idaho and allowing only 5 percent of the people by different studies as their private playground. And I don't feel this is right. I think Idaho should be for all Idahoans.

Thank you.

Senator McCLURE. Thank you, Mr. Nettleton. Your prepared statement will be——

Mr. NETTLETON. Also, if I could, Senator, the gentleman with the cow pie and the bike tire, if he thinks that they don't belong in the wilderness, I wonder what a long-haired, bespectacled, earring backpacker with a "Save the Whales 't-shirt and bermuda shorts looks like in a wilderness area. Thank you.

[Applause.]

Senator McCLURE. A little bit of good humor is good for all of us, but I do want to ask that spectators this afternoon attempt to withhold their applause. It delays us and makes it more difficult for us to give time to those people who have signed up to testify.

The next group will be George King, Nelle Tobias, Sheldon Bluestein, Jay Rais, Mike Ihli and Dane Watkins, if they would please come forward.

And following them, and the next group will be: Liz Merrill, Jim Thrash, Anne Vanderbuilt, Randy Morris, Gloria DeThorne and Richard Meis.

George King.

STATEMENT OF GEORGE KING

Mr. KING. Governor Andrus, Senator McClure, Congressman Craig, representative committee, I would like to thank you for the opportunity to comment and for your effort to address this issue heretofore.

My name is George King. I am an educator and own a local business school. I am a former licensed guide in the Arctic region of the State of Alaska.

I would like to address this special management area component of the proposed bill. I specifically would like to comment with reference to the Lime Creek and Smoky Mountain special management areas.

I've utilized these areas extensively during the last 17 years. I'm particularly concerned about the corridors that are proposed for off-road vehicle use.

To date, the Lime Creek area has suffered extensive damage to soils and vegetation due to off-road vehicle users disregarding the designated trail use. Examples of the erosion and damage to vegetation rival the Boise foothill example which we can see here.

The concept of off-road vehicle corridors lessening the adverse impact of off-road vehicle abuses in the area, in my judgment, is not realistic based on past experience and expected increases in off-road vehicle use.

In addition to the tax on the sale of off-road vehicles for the trail development, off-road vehicle trails are also developed utilizing proceeds from the gas tax on the public at large.

The whole concept of gas taxes being used for other than highway-related transportation needs is highly suspect and in general not supported by the public at large.

We don't allow cars to drive at will over the public landscape for obvious reasons, and we need to realize that off-road vehicle ownership does not carry with it the license to utilize public lands as a matter of right without regard to sound management practices.

We do need specified and environmentally appropriate designated areas for off-road vehicle use where the harm to the landscape and wildlife is minimized.

I realize that it's necessary for all interested parties to be able to compromise in order to effect settlement of mutual natural resource issues.

I strongly advocate designating at least 3.9-million acres for wilderness designation from the 9.3-million areas being considered. This is a compromise in itself. However, if it appears to be politically not possible, then I will suggest we not include the special management areas in the bill, but area by area make the decision to include them either as true wilderness components or open them up for environmentally and economically sound multiple-use areas.

Senator McCLURE. Thank you very much, Mr. King.

Nelle Tobias.

STATEMENT OF NELLE TOBIAS

Ms. TOBIAS. Thank you, Governor Andrus and Senator McClure.

I thank you for your effort. I, too, wish that we didn't have to go through this every few years. But too much population and diminishing resources are on a collision course.

I am Nelle Tobias of McCall, Idaho. I'm 81, and I get out there once in a while.

My main objection—one of my objections has already been addressed, the quote, "notwithstanding any other provision of law the secretary will," unquote.

This mandates seems to leave no space for reconsideration as knowledge and circumstances change. And I will not go into this any further.

Senate Bill 2055 takes away the right of administrative and public forest management practices, while enhancing the wealth and power of the exploiters of our public assets. You might call this permitted embezzlement.

Senate Bill 2055 appears to infer that wilderness is a luxury. I don't know all of the areas proposed for wilderness, but the Idaho

Wildlands Coalition put in its modest proposal to conserve less than half of the 9-million areas yet roadless and was presented by responsible people for Idaho's best interest.

I support that proposal, not to create reserves for hikers, hunters, fishermen or the rich and famous or the aged, I support it to protect the watersheds so irrigators will have a source of sustained water. So that the timber harvesters will have a sustained resource to study and to cut should there be a critical need. And so that vegetation will continue to nourish the soil and the wild and domestic animals.

And this bill seems to address future needs according to one forester who said to me "to hell with prosperity. I want mine now."

Senator McClure. Thank you very much.

Mr. Bluestein. Sheldon Bluestein?

Jay Rais. Jay Rais?

Mike Ihli.

STATEMENT OF MIKE IHLI

Mr. Ihli. It's Ihli, Senator, but thank you anyway. And I appreciate your efforts. These hearings are a lot of work. If you had a big lunch, you're probably in the initial stages of sleep.

I'm a lifetime resident of Idaho, and I was born and and raised on a farm. And my family has always been involved in farming and ranching. At one time or another I've been in the outfitting business. I've been in the mining business. I've owned a restaurant. I've had an outfitting business. I've done real estate development. Currently I have a farm and a livestock feeding business and a real estate company here in Boise.

It probably sounds like I really don't know what I want to do when I grow up, but I'm trying to illustrate that I've been able to view the wilderness issue from several different perspectives.

And with that in mind, I can tell you the the current bill under consideration doesn't even come close to being a viable wilderness proposal. In the common vernacular of the day, we're going to have to "get real."

I support, instead, the acreage and the intent of the bill proposed by the Idaho Wildlands Defense Coalition.

Now, at this hearing, you're probably not going to hear a lot that's new. And so I'm going to confine any other comments to only one issue, and that's the one of compromise.

It's a fine word, and we've been asked to come here in the spirit of compromise to state what we're willing to give in order to accomplish a wilderness bill.

But those of us who have always supported efforts to protect and preserve those wildlands of our country have seen those areas compromised into virtual non-existence. And we've been told to support multiple use, and we've found that is in truth gross misuse.

And we've been told to support the middle of the road concept, and that usually means a logging road down the middle.

Now we're hoping to try to protect and preserve the last, small vestiges of wildland in our state and our country. And those areas that haven't been cut, hacked, dozed, developed, concreted, paved and otherwise sacrificed to the myth of economic stability—but still we're asked to compromise.

In my view, we've already had our car stolen, and now we're asked to negotiate over a tank of gas to go with it.

Thank you, Senator.

Senator McClure. Thank you very much.

Dane Watkins.

STATEMENT OF DANE WATKINS

Mr. Watkins. Senator McClure, Governor Andrus, Congressman Craig, I appear here before you today to offer my comments on Senator McClure and Governor Andrus' proposal to solve what has been a long and controversial issue facing this great state of ours.

I believe I bring a unique point of view to these hearings. I don't represent any particular interest group. I'm not speaking for the timber industry, nor am I speaking for the fly fishermen or snowmobilers.

As I've listened to these hearings, I've noticed that just about every special interest group I can imagine has had their say. They are all well represented.

The one group that hasn't had adequate representation, though, is the average Idahoan, the working people of Main Street, Idaho. What do they want?

I've spent nearly 20 years of my life listening to Idaho's people. I spent 15 years listening to and representing Idaho's people in the Idaho State Senate. In 1986 I ran for the United States Congress. I traveled the second district talking with people and listening to their concerns.

Since that time, I've continued to travel the second district talking to people, listening to them, talking to their concerns.

I tell you all this because I think it's important that you understand that I've spent a major part of my life listening to and understanding the people of our second district.

I'm talking to people, the mill worker, the secretary, the farmer, the men and women on Main Street, the average citizen.

If there's one thing I'm sure of, gentlemen, today, it's that they believe Idaho has enough wilderness.

Now, I realize that you probably know that the overwhelming majority of Idaho's citizens believe that Idaho has ample wilderness. But I also know that the addition of more area to the 4-million that already exists is likely to happen because of extreme pressure being exerted to those in Idaho to have their private playground.

It's my desire that we will continue, perhaps with Senator McClure's proposal of 500,000.

If our current congressman understood and believed the people of the second district, he would be sitting here next to me pleading to understand the livelihood and the future of Idaho lies with managed use of our land.

He is not here because he is out of touch with the people. We can fix that, and we will, but only you can fix this legislation.

Senator McClure. Thank you.

Governor Andrus. Thank you very much.

Senator **McClure**. The entire statement will appear in the record.

Mr. **Watkins**. Thank you.

[The prepared statement of Mr. Watkins follows:]

REMARKS OF DANE WATKINS
BEFORE SEN. JAMES McCLURE
AND GOVERNOR CECIL ANDRUS
ON THEIR WILDERNESS PROPOSAL

SENATOR McCLURE, GOV. ANDRUS, I APPEAR BEFORE YOU TODAY TO OFFER MY COMMENTS ON YOUR PROPOSAL TO SOLVE WHAT HAS BEEN A LONG, AND CONTROVERSIAL ISSUE FACING THIS GREAT STATE.

I BELIEVE I BRING A UNIQUE POINT OF VIEW TO THESE HEARINGS. I DO NOT REPRESENT ANY PARTICULAR INTEREST GROUP. I'M NOT SPEAKING FOR TIMBER INTERESTS NOR AM I SPEAKING FOR FLY FISHERMEN OR SNOWMOBILERS.

AS I'VE LISTENED TO THESE HEARINGS I'VE NOTICED THAT JUST ABOUT EVERY SPECIAL INTEREST GROUP I CAN IMAGINE HAS HAD THEIR SAY. THEY ARE ALL WELL REPRESENTED.

THE ONE GROUP THAT HASN'T HAD ADEQUATE REPRESENTATION, THOUGH, IS THE AVERAGE IDAHOAN, THE WORKING PEOPLE OF MAIN STREET IDAHO. WHAT DO THEY WANT?

I'VE SPENT THE LAST TWENTY YEARS OF MY LIFE LISTENING TO IDAHO'S PEOPLE.

I'VE SPENT 15 YEARS LISTENING TO, AND REPRESENTING IDAHO'S PEOPLE IN THE IDAHO STATE SENATE.

IN 1986 I RAN FOR THE UNITED STATES CONGRESS. I TRAVELED THE SECOND CONGRESSIONAL DISTRICT TALKING WITH THE PEOPLE AND LISTENING TO THEIR CONCERNS.

SINCE THAT TIME I HAVE CONTINUED TO TRAVEL THE SECOND DISTRICT TALKING TO PEOPLE, LISTENING TO THEM TALK OF THEIR CONCERNS.

I TELL YOU ALL OF THIS BECAUSE I THINK IT IS IMPORTANT THAT YOU UNDERSTAND THAT I HAVE SPENT A MAJOR PART OF MY LIFE LISTENING TO AND UNDERSTANDING THE PEOPLE OF IDAHO'S SECOND CONGRESSIONAL DISTRICT.

I AM TALKING ABOUT THE MILL WORKER, THE SECRETARY, THE FARMER, . . . THE MEN AND WOMEN ON MAIN STREET -- THE AVERAGE CITIZEN.

IF THERE IS ONE THING I'M SURE OF -- IT IS THAT THEY BELIEVE IDAHO HAS ENOUGH WILDERNESS.

NOW, I REALIZE THAT YOU PROBABLY KNOW THAT THE OVERWHELMING MAJORITY OF IDAHO CITIZENS BELIEVE IDAHO HAS AMPLE WILDERNESS -- BUT I ALSO KNOW THAT THE ADDITION OF MORE AREA TO THE EXISTING 4 MILLION ACRES IS LIKELY TO HAPPEN BECAUSE OF THE EXTREME PRESSURE BEING EXERTED BY THOSE WHO SEE IDAHO AS THEIR OWN PRIVATE PLAYGROUND.

I URGE YOU TO RECONSIDER THE AMOUNT. I BELIEVE SENATOR McCLURE'S EARLIER PROPOSAL OF AROUND 500,000 ACRES IS A MUCH MORE FAIR PROPOSAL. I ASSURE YOU THAT THE PEOPLE FROM THE 2ND DISTRICT WOULD BE MUCH HAPPIER WITH THAT PROPOSAL.

IDAHO'S PUBLIC LANDS BELONG TO EVERYONE! MY 72 YEAR OLD MOTHER HAS JUST AS MUCH RIGHT TO USE OUR PUBLIC LANDS AS SOMEONE WHO IS CAPABLE OF CARRYING A 60 POUND BACKPACK FOR 4 DAYS.

IT IS WRONG TO DISCRIMINATE AGAINST THE VAST MAJORITY OF IDAHOANS BY MAKING IT IMPOSSIBLE FOR THEM TO USE THE LAND.

OUR PUBLIC LANDS MUST BE WISELY MANAGED. YOU CANNOT MANAGE WILDERNESS.

AS I SAID, I HAVE SPENT A GOOD PART OF MY LIFE LISTENING TO THE PEOPLE OF THE SECOND DISTRICT. I KNOW WHAT THEY WANT AND THEY DON'T WANT MORE WILDERNESS.

IF OUR CURRENT CONGRESSMAN UNDERSTOOD AND BELIEVED IN THE PEOPLE OF THE SECOND DISTRICT, HE WOULD BE HERE SITTING NEXT TO ME, PLEADING FOR YOU TO UNDERSTAND THAT THE LIVLIHOOD AND THE FUTURE OF IDAHO LIES WITH THE MANAGED USE OF OUR PUBLIC LANDS.

HE IS NOT HERE BECAUSE HE IS OUT OF TOUCH WITH THE PEOPLE. WE CAN FIX THAT AND WE WILL, BUT ONLY YOU CAN FIX THIS LEGISLATION.

IDAHOANS DO NOT WANT 1.3 MILLION ACRES OF ADDITIONAL WILDERNESS. I URGE YOU TO RETURN TO SENATOR McCLURE'S ORIGINAL PROPOSAL OF 500,000 ACRES.

THANK YOU.

Senator McClure. Thank you ladies and gentlemen for your testimony.

We'll next hear from: Liz Merrill, Jim Thrash, Anne Vanderbilt, Randy Morris, Gloria DeThorne and Richard Meis.

Following this group will be: David Dudley, Mary Dudley, Bill Meiners, Stuart Yount, Jane Leeson and Mark Siemon.

Liz Merrill, please.

STATEMENT OF LIZ MERRILL

Ms. Merrill. My name is Liz Merrill, and I represent the average citizen in the first district.

I've lived in Idaho for seven years. Before that, I lived in Montana. I've traveled throughout Idaho and have personally been in many of the contested roadless areas in the state, including Long Canyon, Scotchman Peak, Mallard-Larkins, the Trinities and the South Fork of the Salmon River.

I do not support Senate Bill 2055. The insult of the paltry amount of wilderness offered is surpassed only by the special management provisions. These provisions, if adopted, cripple the wilderness concept and guarantee irreversible adverse impacts to Idaho's wild, public lands.

The special management language for Minnesaka, Foehl and the Skull Creek and the Neversweat/Yankee Peak area on the Clearwater and Panhandle National Forests is nothing more than hard release for permanent timber harvesting and road building for these areas. These areas are poorly suited for timber management. The areas consist of steep canyon walls and contain highly erosive soils and lands upon which the Forest Service has not been able to demonstrate successful regeneration within the required five years.

I urge that all these areas be returned into the Mallard-Larkins proposed wilderness.

Senate Bill 2055's treatment of the spectacular Boulder/White Cloud area is especially shameful. The largest unprotected national forest roadless area in the lower 48 states, the White Clouds, have long enjoyed statewide support for wilderness designation.

Yet, this bill leaves out the main Boulder range and slashes an ORV corridor between the White Clouds and the Boulders. The Boulder/White Cloud area deserves a true ecosystem approach to wilderness designation, and I support a wilderness here of 450,000 acres.

I urge Congress and the Senate in particular to completely reject Senate Bill 2055. The bill jeopardizes the integrity of the national wilderness preservation system and is a disservice to the citizens of Idaho and the nation. Idaho's wildlands deserve better treatment than the shoddy, third-rate wilderness proposal and management prescriptions contained in Senate Bill 2055.

Thank you very much for this opportunity.

Senator McClure. Thank you.

[The prepared statement of Ms. Merrill follows:]

FOR THE HEARING RECORD

SENATE BILL 2055

THE IDAHO FOREST MANAGEMENT ACT.

March 11, 1988
Boise, Idaho

My name is Liz Merrill, and I currently live in Boise. I have lived in Idaho for seven years. Prior to moving to Boise in 1983, I lived for three years in Coeur d' Alene. Before moving to Idaho I lived in Montana for seven years, receiving a degree from the University of Montana. I have traveled throughout Idaho, and have personally been to many of the contested roadless areas in the state, including Long Canyon, Scotchman Peak, Mallard-Larkins, the Trinities, and the South Fork of the Salmon River.

Twenty-four years ago, the U.S. Congress passed the Wilderness Preservation Act. Idaho was fortunate enough to have one of the "charter" wilderness areas, the Selway-Bitterroot. With the passage of the Wilderness Act, the leaders of our country acknowledged that there are wild places remaining in America which should be kept wild. It was an acknowledgement that the preservation of wild areas benefits our society, and provides a precious heritage to future generations.

Over the past twenty-four years, the wilderness system has weathered several assaults on its integrity, nearly all of which resulted from the pursuit of short-term gain by a select few. Those assaults, such as energy exploration, have been successfully turned back. The integrity of America's wilderness system was preserved.

Today, though, the threat to the integrity of the wilderness system is more insidious than the earlier frontal assaults. Today the attack on the wilderness preservation system takes the form of management prescriptions designed to make a mockery of the wilderness concept.

I do not support S.B. 2055. The insult of the paltry amount of wilderness offered is surpassed only by the special management provisions. These provisions, if adopted, cripple the wilderness concept and guarantee irreversible adverse impacts to Idaho's wild, public lands.

The special management language for Minnesaka, Foehl, and Skull Creeks and the Neversweat - Yankee Peak area on the Clearwater and Panhandle National Forests is nothing more than "hard release" for permanent timber harvesting and road building for these areas. These areas are poorly suited for timber management. The areas consist of steep canyon walls, and contain highly erosive soils and lands upon which the Forest Service has not been able to demonstrate successful regeneration within the required five years. I urge that all these areas be returned into the Mallard-Larkins proposed wilderness.

One of the more shameful deceptions of S.B. 2055 is the special management language for the French Creek - Patrick Butte area. Except for the dubious promise to close roads after timber harvesting, the highly-touted guidelines for elk and timber management are just the standard guidelines applied forest-wide to the Payette National Forest. Again, the special management language is nothing than "hard release" of this beautiful area to timber harvesting and road construction.

The designation of ORV-only trails for the Smokies and Lime Creek is a ludicrous concept, turning these sites into "noise parks" for the motorcycle clubs. These areas should be expanded and designated wilderness.

S.B. 2055 treatment of the spectacular Boulder - White Cloud area is especially shameful. The largest unprotected national forest roadless area in the lower 48 states, the White Clouds have long enjoyed state-wide support for wilderness designation. Yet this bill leaves out the main Boulder range, and slashes an ORV corridor between the White Clouds and the Boulders. The Boulder - White Cloud area deserves a true ecosystem approach to wilderness designation, and I support a wilderness here of 450,000 acres.

Idaho is going through a particularly painful time as the economy shifts from less reliance on the traditional industries of timber and mining to tourism and outdoor recreation. This diversification is necessary and long overdue. Until an expansion of the state's economic base is allowed to occur, Idaho will at best remain a poor state, continuing to rely on industries which have devastated so much of the state's landscape. If timbering and mining were going to make Idaho a "rich" state, it would have happened long before now.

I urge Congress, and the Senate in particular, to completely reject S.B. 2055. The bill jeopardizes the integrity of the national wilderness preservation system, and is a disservice to the citizens of Idaho and the nation. Idaho's wildlands deserve better treatment than the shoddy, third-rate wilderness proposal and management prescriptions contained in S.B. 2055.

Better treatment of Idaho's remaining wildlands is found in H.B. 1512, which would designate 3.9 million acres of wilderness in Idaho. This bill reflects the proposal of the Idaho Wildlands Defense Coalition, a coalition of conservation and sportsmen groups. I urge Congress to support and pass H.B. 1512.

Senator McClure. Jim Thrash.

STATEMENT OF JIM THRASH

Mr. Thrash. Senator McClure, Governor Andrus, Mr. Craig, my name is Jim Thrash. My family and I live and work in the heart of the Salmon River Mountains in New Meadows, ID.

We operate an outfitting business in the Salmon River Breaks/ French Creek area of the Payette National Forest.

My family, employees and I absolutely oppose the Idaho Forests Management Act of 1988 as currently written for the following reasons:

The act does not include the Salmon River Breaks area as wilderness, and thereby allows the area to be roaded for below cost timber sales as proposed.

The act includes the French Creek area in a special management unit that will assure by law that its unique and roadless character and quality elk hunting will be destroyed.

These two omissions will combine to put us out of business and cost our community at least seven to ten jobs.

My family, employees and I have invested nearly ten years of our lives to create an economic opportunity where there was none. And this bill destroys that opportunity.

These two areas will require significant taxpayers' subsidy to develop and will not provide a sustained yield because of their steep slopes and fragile soil.

Certainly the language to protect the outfitter operations in the wilderness areas is appreciated. But it is of little use to the outfitters such as myself whose areas are left out of the bill. After all, what good is language when your land base is gone?

With over 9-million roadless acres left to develop in Idaho, surely these few thousand can be left roadless to provide jobs on a growing and continuing basis.

We were asked to come to this meeting and tell what we were willing to give. Well, I can say that I'm being asked to give too much. I'm being asked to give everything. This bill is no compromise bill, in my view.

Senator McClure. Thank you.

Ann Vanderbilt.

STATEMENT OF ANN VANDERBILT, SUN VALLEY-KETCHUM CHAMBER OF COMMERCE, INC.

Ms. Vanderbilt. My name is Ann Vanderbilt. I'm speaking on behalf of the Sun Valley-Ketchum Chamber of Commerce where I've been on the board of directors for the past four years.

We represent over 300 businesses, and we are opposed to the McClure-Andrus Wilderness Bill. Our opposition is based on economic reality.

Most of the outdoor activities which are major drawing cards to our area are non-motorized forms of recreation.

With over 900,000 acres of roadless land surrounding the Wood River and Sawtooth Valleys, we have the potential to market ourselves as a wilderness mecca.

The McClure-Andrus bill denies us this opportunity by including only a third of this roadless land and wilderness, by infringing on the integrity of the proposed wilderness boundaries with ORV corridors, and by mandating ORV trails where use figures record a majority of non-motorized recreation.

The attraction of federally designated wilderness brings tourists and new resident dollars into local businesses that can be marketed nationally and internationally and provide stability to an economy such as ours, which has been undercut in recent years by the instability of winter weather.

Our request for increased wilderness acreage in the White Clouds, Boulders, Smokies and Pioneers is not greedy, and it's not irresponsible. We're talking here about the economic growth and survival of our community.

For this reason, Senate Bill 2055 is unacceptable to the Chamber of Commerce businesses in the Wood River and Sawtooth Valleys.

Thank you.

[The prepared statement of Ms. Vanderbilt follows:]

SUN VALLEY-KETCHUM CHAMBER OF COMMERCE INC.

My name is Ann Vanderbilt. I am testifying on behalf of the Sun Valley-Ketchum Chamber of Commerce where I have been on the Board of Directors and Marketing Committee for the past four years. The Sun Valley-Ketchum Chamber represents over 300 businesses in the Wood River and Sawtooth Valleys of south Central Idaho. For the majority of these businesses, the McClure/Andrus Wilderness Proposal is a disaster.

Not only has the Sun Valley-Ketchum community grown in population in the past years but so has our local economy which is based on tourism. Most of the outdoor activities which are major drawing cards to our area are non-motorized forms of recreation: horse packing, hiking, fishing, hunting, river rafting and skiing. We are, in fact, a gateway to wilderness. A 1987 study, "How Important is Wilderness?" by Gundar Ruditis of the University of Idaho in Moscow finds that "Counties which contain or are adjacent to a federally designated wilderness are among the fastest growing in the United States." We would like to see our growth and economic health continue this trend.

Out our back door are the Whitecloud and Boulder Mountains, the largest tract of roadless National Forest left in the lower 48 states. The McClure/Andrus Wilderness Proposal designates less than one third of this roadless tract as wilderness and leaves out the Boulders entirely because they are already "de facto" wilderness. De facto does not mean federally protected from future road building, timber harvest and ORV trails. De facto means unprotected, a shaky foundation for a tourist-based economy such as ours.

The proposed Whitecloud Wilderness is separated into two parts by an ORV corridor and is ringed by ORV trails. Motorized use, which accounts for only 5% of recreational visits to the Sawtooth Forest roadless areas and is not predominant in our local economy, would appear to be a determining factor in the proposed Whitecloud Wilderness configuration. We support and encourage ORV use on specific Forest lands, but it is counterproductive to infringe upon the integrity of a proposed wilderness area by sanctioning corridors for ORV traffic.

Out our side door to the East are the Pioneer Mountains, a range mainly accessed by foot and horseback-a true wilderness. Here the wilderness acreage has been pared down to exclude two areas which are locally recognized as the jewels of the Pioneers--Fall Creek and Standhope Peak. "De facto" wilderness-yes. Safe for the future-no.

Out our western door are the Smoky Mountains, none of which

SUN VALLEY-KETCHUM CHAMBER OF COMMERCE INC.

are included as wilderness but are declared, instead, a "Special Management" area which designates different trails for different uses. This language mandates equal ORV usage in an area where the majority of present recreational visits are non-motorized and allows for an ORV trail through the Big Smoky Creek drainage, one of the only two roadless drainages remaining in south central Idaho. Historically there has been little conflict between motorized and non-motorized forms of recreation in our area. The Wilderness Proposal creates a potential conflict where none has existed.

We in the Ketchum-Sun Valley area have the potential to market our community as a wilderness mecca, a town ringed by four federally-protected wilderness areas: the Sawtooths, the Boulder-Whiteclouds, the Smokys and the Pioneers. Such an attraction has national and international drawing power. Such an attraction is an economic resource not only for our community, where tourism is the Number One industry, but for the state of Idaho where tourism is Number Two and growing annually.

Most of us who live in the Wood River and Sawtooth Valleys and own businesses here do so because of the high quality of life and environment. Wilderness not only contributes to the quality of daily living, but in many cases it provides our daily living. It is an important part of our economy and our future.

Elsewhere in the McClure/Andrus Wilderness Proposal a Special Area Provision (C8S in the Clearwater Forest Plan) states that "The economic well-being of local communities dependent upon a healthy forest products industry must be provided for." The Sun Valley-Ketchum Chamber of Commerce feels that the economic well-being of local communities dependent upon a healthy tourist industry is not being provided for, and as such, we oppose the McClure/Andrus Wilderness Proposal.

Testimony for Hearing Record on McClure/Andrus Wilderness Proposal

Testimony presented by Ann Vanderbilt representing The Sun Valley-Ketchum Chamber of Commerce.

Boise, March 11, 1988

IDAHO

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Senator McCLURE. Thank you.

Randy Morris.

STATEMENT OF RANDALL E. MORRIS

Mr. MORRIS. Mr. Chairman, distinguished committee members, Governor Andrus, Representative Craig, we have really met here today to discuss our children's inheritance.

As a nation tottering toward a constitutional convention for the control of public debt, and with signs of economic calamity and resource squandering all about us, how in good conscience can we propose to enter these final forest lands set aside by the wisdom of our nation's leaders early in this century?

If this greed-driven generation has been unable to establish a sustainable economy on the resource base of the entire country, what makes us think we can do it on the less than one-half of one percent which would be released for development by the proposed bill?

Think of that for a moment. The United States is already exploiting all but two or three percent of the surface of the lower 48 states, not to mention millions of acres of the continental shelves, and still we must have more. Our lusts are insatiable.

Now, many are drooling over the one-half of one percent nestegg that has been locked away until now in Idaho. When that is gone, then what?

It is one thing to husband the earth. Rape is quite another thing.

Many of us here today have seen the rape of Idaho's forests, both public and private, and that is why we are here.

The anadromous fisheries of my childhood, much of the elk habitat, the magical desert rivers that sprang from the very rocks as though touched by the staff of Moses are gone. Used up. Robbed of spirit. Dammed and cut, poisoned and roaded and eroded and stuffed into pipes and channeled into concrete. And still, it is not enough. Some would lust to spend it all.

It may not be your fault, but Congress and this administration has given us the multi-trillion dollar national debt. Therefore, I don't trust your solution for Idaho's forests. I don't want your bill.

If Congress gets its resources and spending in order, then it has the right to ask for the key to Idaho's treasure box. Until then, thank you, lock the remaining wildlands up and throw the key into Hell's Canyon.

[Applause.]

Senator McCLURE. Thank you.

[The prepared statement of Mr. Morris follows:]

BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
FIELD HEARINGS ON THE IDAHO WILDERNESS RECOMMENDATION, BOISE

For Public Record

Mr. Chairman, Distinguished Committee Members, I have used parts of the nine million or so acres of wildlands in question. I have examined many of these Forest areas on high resolution maps. I have transfer mapped *every* BLM wildland adjacent to Forest Service land in Idaho at the 1/100,000 scale. I therefore have some understanding of how it all lays, of relative values of the resources, and of what human impacts, if any, are present or nearby. I most ardently ask that Cache Peak in Cassia County, and the Little North Fork of the Clearwater River drainage be protected as Wilderness; as well as King Mountain in the Lost River Range, Diamond Peak in the Lemhis, and the Cache Crest north of Mt. Naomi. As you know, The Little North Fork of the Clearwater, in particular, is a premier wildlife area under severe threat.

I **oppose** any special management language that attempts to dilute the full protection of Wilderness designation as set forth two decades ago by a more enlightened Congress. I support all of the Idaho Wildlands Defense Coalition proposal, but only as a starting point, recognizing the severe compromise that conservationists imposed upon one another those five years ago. No less than 5 million acres of remaining Idaho Forest wildlands should be protected as wilderness. If we were wise enough to see that the beds were burning, we would rush to protect the remaining forest. Your attention is directed to the studies regarding the role of forests in reversing the greenhouse effect produced by the profligate burning of fossil fuels.

We are really met here today to discuss our children's inheritance. As a nation tottering toward a Constitutional Convention for the control of Public debt, and with signs of economic calamity and resource squandering all about us, how in good conscience can we propose to enter these final Forest lands, set aside by the wisdom of our nation's leaders early in this century? If this greed driven generation has been unable to establish a sustainable economy on the resource base of the entire country, what makes us think we can do it on the less than one-half of one percent which would be released for development by the proposed bill?

Think of that for a moment. The United States is already exploiting all but two or three percent of the surface of the Lower Forty-Eight states, not to mention millions of acres of the Continental Shelves, and still we must have more. Our lusts are insatiable. Now, many are drooling over the one-half of one percent nestegg that has been locked away until now in Idaho. When that is gone, then what?

It is one thing to husband the Earth. Rape is quite another thing. Many of us here today have seen the rape of Idaho's forests--both Public and Private. That is why we are here.

The anadromous fisheries of my childhood, much of the elk habitat, the magical desert rivers that sprang from the very rocks as though touched by the Staff of Moses are gone. Used up. Robbed of spirit. Dammed, and cut, poisoned, and roaded,... and eroded, and stuffed into pipes, and channeled into concrete. And still it is not enough. Some would lust to spend it all.

It may not be your fault, but Congress, and this Administration has given us the multi-trillion dollar national debt. Therefore, I don't trust your solution for Idaho's forest. I don't want your bill.

If Congress gets its resources and spending in order, then it has the right to ask for the key to Idaho's treasure box. Until then, thank you, lock the remaining wildlands up and throw the key into Hell's Canyon.

Respectfully submitted,

Randall E. Morris
Mtn. Home
March 11, 1988

Senator McClure. Gloria DeThorne.

STATEMENT OF GLORIA DeTHORNE

Ms. DeThorne. Mr. Chairman, members of the committee, my name is Gloria DeThorne. My husband and I own Pine Resort on Anderson Ranch Reservoir in Fun Valley. Our business includes a cafe, bar and RV park.

I am speaking today in opposition to the Trinities being included in the Idaho Forest Management Act of 1988.

The Trinity Lakes are located approximately 37 miles from our business at Pine and 17 miles from Featherville.

In spite of having heard that wilderness means roadless, the main roads going into the Trinity Lakes have been in use for approximately 80 years, with the area being enjoyed extensively during that time.

About $16,000 is spent yearly on road maintenance. The road is heavily used by recreationists ranging from woodcutters snowmobilers, the majority of whom are customers who make up a big percentage of the customer base for the businesses in Fun Valley.

The Trinities are indeed currently a multiple-use area for all people. There are well-managed camping facilities around the lakes easily accessible to our senior citizens, handicaps, as well as families. And there are already restricted trails that provide a primitive experience for Idaho folks and tourists who chose that way of recreating.

The areas around the Trinity Lakes have not deteriorated over the last 30 years that I am aware of, and have certainly not been abused by the people who use this beautiful part of Idaho.

This area is well managed by the Boise National Forest. And in their long-term management plan, no wilderness was recommended in the Trinity area.

Tourism is becoming an important factor in Idaho's economy. Tourists are our bread and butter: snowmobilers and cross-country skiers in the winter season, wood cutters, hunters, fishermen and boaters in the fall and summer season.

My husband and I are committed to our area. Our business is not only our livelihood, but our life. If the Trinities are included in the Idaho Forest Management Act, we will be forced to close our doors.

Thank you.

Senator McClure. Thank you.

Richard Meis.

Richard Meis?

Thank you, ladies and gentlemen. We appreciate your testimony.

The next group: David Dudley, Mary Dudley, Bill Meiners, Stuart Yount, Jane Leeson and Mark Siemon. Please come forward.

And as they're coming forward and taking their seats, the next group will be: Beth Workman, Marjorie Hayes, Jerry Means, Steve Martin, Tim Kesinger and Monica Mahr.

David Dudley.

STATEMENT OF DAVID DUDLEY

Mr. Dudley. Thank you for this opportunity to speak today.

There are currently approximately 9.3-million acres of unprotected roadless wilderness forest lands in Idaho. It is clear that the Idaho Forest Management Act would leave almost 8-million still unprotected.

I believe the 3.9-million the Wildlands Defense Coalition proposes is much more equitable.

But aside from the low acreages, there's many serious problems with the bill. One of the most serious is the lack of protection for our priceless watershed resources. For example, the Idaho Forest Management Act does not even protect the South Fork of the Salmon.

The proposed one mile no logging corridor is really no protection for almost all the timber. It is on the mid slope areas of highly erodible batholithic soils more than a mile from the river.

The environmental tragedy of the South Fork is well known and has been carefully documented. Just the memory of the loss of the single largest summer chinook run in the Columbia River Basin, once valued at $100-million or more, and the millions more spent on fruitless rehabilitation efforts should be enough to prevent even the thought of logging this watershed again.

The IFMA does not protect the South Fork of the Salmon. The bill must call for an improvement of water quality, not just accepting current degraded statements.

In several other sections of the bill, other watersheds are similarly treated or ignored altogether.

The fisheries resource cannot be maintained by protecting only a portion of the stream. Sheep Creek, the last watershed in the Boise drainage is left out of the bill.

Tenmile Creek of the drainage that borders on the Sawtooth wilderness contains some of the finest wildlife habitat in the area. It contributes about 20 percent of the flow of the South Fork at Payette and Lowman. The Idaho Forest Management Act ignores it.

Lime Creek, a rare and wonderful stream on the south edge of the Boise Forest with legendary fishing is partially protected by special management language, but the wording is confusing, and the mainstem lower portion is left out, as are several feeder creeks which are vital to small streams like Lime Creek.

The Danskin-South Fork of the Boise area is also ignored.

Senator McClure. I notice your statement is signed by David and Mary.

Mary, are you satisfied to have him be your spokesperson?

Ms. Dudley. Well, I was going to bring up some other issues that he didn't.

Senator McClure. Very well. The entire statement will be made a part of the record.

[The prepared statement of Mr. Dudley follows:]

January 25, 1988

For the public hearing record S2055

There are currently 9.3 million acres of unprotected roadless forest lands in Idaho. Sportsmen's and conservation groups proposed that 3.9 million acres be designated as wilderness though many felt in their hearts that more of this priceless resourse should be protected. In the spirit of compromise the 3.9 million acre proposal was agreed upon. Boundaries were carefully drawn using natural features and to protect vital big game ranges and whole drainages, creating what most of the sportsmen and conservationists who worked on the proposal considered a realistic if conservative request.

This equitable proposal leaves an excess of 13 million acres of forest lands potentially open to O.R.V.s, snowmobiles, logging and other consumptive uses. In addition, there are millions of acres of BLM, State and private lands in Idaho open to these uses.

With this in mind the Andrus/McClure Wilderness Bill comes as a shock. The arbitrary nature of the bill's boundaries shows a total disregard for vital big game ranges. In addition to this major fault, the bill goes far beyond the wilderness issue and attempts to legislate forest management practice. For example, timber cuts are guaranteed with potentially disastrous results, an ironic fact when one realizes that the Tongass Timber Reform Act, now being considered by congress, with more than 150 co-sponsers in the House, would repeal similar legislation that has proven environmentally devastating and which cost taxpayers millions of dollars.

The Idaho sportsmen's and conservationist's proposal is far more equitable and realistic. It protects big game ranges and thus our valuable hunting lands as well as our watersheds that provide the world famous trout, salmon and steelhead fishing that brings millions of dollars and thousands of hours of enjoyment to Idahoans.

The Andrus/McClure Bill does not even protect the South Fork of the Salmon River from logging and consequent sedimentation. The South Fork once supported the single most important summer chinook salmon spawning run in the entire Columbia River Drainage and produced over 50,000 salmon and 10,000 steelhead annually. Estimates today indicate that approximately 300 fish of each of these two species return to spawn. The degradation is well known and carefully documented. Now these runs are starting to improve, yet the Andrus/McClure Bill leaves only a one mile corridor free from logging activity on the South Fork's highly erodible soils. Few people believe this is even close to adequate protection for a fishery once valued at over 100 million dollars.

All species of wildlife benefit from wilderness designation but perhaps big game animals such as elk would be the most severely impacted by the Andrus/McClure Bill. Studies have shown that logging and roadbuilding associated with logging is extremely detrimental to elk populations. The final report of the Montana Cooperative Elk-Logging Study indicates that roading is the single most important factor in elk security , as important as most other factors combined. This fact is well documented in Idaho in Big Game Management Unit 39 where before roading there were a minimum of 6500 elk. Now it is estimated that there are 2500 elk in the unit.

Although a wilderness hunt for many hunters is the ultimate experience in their sport, hunters who do not hunt in the wilderness stand to benefit for often areas bordering wilderness areas provide hunting far better than more roaded areas. Sportsmen seeking a quality experience understand that a healthy wilderness bill will benefit not only hunting in their lifetime, but also in the future when their children and grandchildren can coninue to experience Idaho's quality hunting opportunies.

A frequent complaint that wilderness opponents often use is that it is costly and time consuming to get into wilderness areas. This issue was carefully addressed by the sportsmen's and conservationist's proposal by urging that several "backyard" wilderness areas be designated close to the major population area of the Treasure Valley. One proposed "backyard" wilderness area is the Peace Rock area, a large pristine area east of the Middle Fork of the Payette River with varied terrain, elk calving grounds and spectacular scenery. Another area omitted from the Andrus/McClure Bill is the Danskin/South Fork of the Boise River area, featuring deer and elk range and a world class blue ribbon trout stream, the only one in southwest Idaho.

The Andrus/McClure Bill includes just four out of ten areas in the Boise National Forest proposed for wilderness designation. Unfortunately the bill's boundaries for these areas are pitifully small and meaningless. The entire west side of the Snowbank proposal, which contains critical big game summer and fall range, was deleted, leaving a 9,000 acre sliver of the steep northeast facing ridge on the mountaintop. The well-known and spectacular Trinity area was chopped into four small insignificant fragments. The Tenmile Creek area was omitted entirely from the Sawtooth Completion proposal. Only the west half of the Red Mountain area was included in the Andrus/McClure Bill.

It is most unfortunate that Senator McClure and Governor Andrus created their bill in secrecy behind closed doors, a policy that breeds mistrust on all sides. Equitable, sensible management of our remaining roadless forest lands is too serious an issue for Idahoans and all Americans to be decided by politicians in back rooms. It will be far better to let the Andrus/McClure Bill die than be saddled with an inadequate, misleading and dangerous piece of legislation.

Sincerely,

David and Mary Dudley

David & Mary Dudley
P.O. Box 37
Ola, Idaho 83657

STATEMENT OF MARY DUDLEY

Ms. **Dudley**. Governor Andrus, Senator McClure, Congressman Craig, thank you for the opportunity to speak to you about this important issue.

I feel that Senate Bill 2055 is inadequate because it contains dangerous special management language which mandates permanent timber harvest.

I feel that it leaves out many critical areas which contain vital big game and fishery habitats, such as the Peace Rock area and the Danskin-South Fork of the Boise River area on the Boise National Forest.

Many of the areas which would be designated as wilderness in your bill are given seriously inadequate boundaries which are ecologically senseless and which do not protect important resource values.

For example, the entire west side of the Snowbank area, which sportsmen propose is 30,000 acres; it contains important elk calving grounds and other big game habitat. It's been omitted from the bill.

Snowbank is the last remaining roadless area on West Mountain, and the entire 30,000 acres should be designated as wilderness.

Tenmile Creek was omitted from the Sawtooth Completion. Both the Idaho Fish and Game Department and the Boise National Forest recommended this drainage as wilderness designation because it contains important big game habitat.

Another fault of the bill is that the bill would eliminate wilderness water rights currently recognized by law.

I urge you to be flexible in your decision about this vital issue and to support the Idaho Wildlands Coalition proposal of 3.9-million acres. Thank you.

Senator **McClure**. Thank you.

Mr. Meiners.

Be sure the microphone is in front of you.

STATEMENT OF WILLIAM R. MEINERS

Mr. **Meiners**. Mr. Chairman, my name is Bill Meiners from Meridian, Idaho. Testimony here presented is that of both myself and my wife, Marilyn J. Meiners, citizens of the State of Idaho who are keenly aware and concerned about the fate of Idaho's roadless areas, their protection and continued viability for fish, wildlife, watershed, recreation and other public purposes.

Accordingly, we submit this testimony as your individual input as outlined in the attached, more extensive and detailed critique of S. 2055 and proposed classification of Idaho's wildland heritage.

S. 2055 does not reflect the awareness, the care or address the foresightedness to enable continued use and enjoyment of Idaho's wildland heritage and resources.

Time limitation does not permit detailing the flawed concept and language of S. 2055. However, we do identify the following areas of special concern:

Special management language appears to give forest planning language permanent legislative status, even though in almost all cases such forest planning language has been appealed by the public as not acceptable or in the public interest.

Mandated timber harvest levels, regardless of the capability or impact upon soils, watersheds and wildlife resources is unbelievable.

Consideration of water rights and buffer zones; the token consideration of the South Fork, Salmon River, French Creek, Patrick Butte areas; the dismissal of the Rapid River drainage; and the inadequately addressing of the Sawtooth Completion and White Cloud, Boulder, Pioneer and Smoky Mountain proposals are among other shortcomings of the proposed legislation, which are a very real disappointment.

Section 308 is an exception to the above. In this instance, we commend the manner in which the Idaho outfitting industry is addressed in the proposed legislation. It is a recognition of this industry which is long overdue.

Overall consideration of S. 2055, however, leads us to the inescapable conclusion that S. 2055 in its present form is a disaster for Idaho and the nation. Extensive revision is required to make S. 2055 acceptable legislation in the public's interest.

Senator **McClure**. Thank you. And the attachments to your statement will be made a part of the record.

Mr. **Meiners**. Thank you.

[The prepared statement of Mr. Meiners follows:]

William R. Meiners
Conservationist

March 8, 1988

Senator Dale Bumpers, Chairman
Senate Committee on Public Lands,
National Parks, and Forests, Room SD-308
Dirksen Senate Office Building
Washington, D.C. 20510

FOR THE HEARING RECORD

S.2055 Idaho Field Hearing
City Hall Chambers
Boise, Idaho, March 11, 1988

Mr. Chairman:

My name is William R. Meiners of 885 South Locust Grove Road, Meridian, Idaho. Testimony here presented is that of both myself and my wife, Marilyn J. Meiners, citizens of the State of Idaho who are keenly aware and concerned about the fate of Idaho's roadless areas, their protection and continued viability for fish, wildlife, watershed, recreation and other public purposes. Accordingly, we submit this testimony as our individual input as outlined in the attached, more extensive and detailed, critique of S.2055 and proposed classification of Idaho's wildland heritage.

Since passing the Wilderness Act in 1964, Congress has given formal wilderness classification to 3.6 million acres of Idaho's undeveloped/roadless lands; another 9.3 million acres remain. Wilderness classification of many of these remaining 9.3 million acres to flesh-out current wilderness area boundaries and to realize maximum protection of critical watershed, fish and wildlife values is a must to assure continued quality of Idaho's water resources, viability of fish and wildlife resources and to serve public need as defined by the Wilderness Act.

Resource Planning and Management Associates, Inc. • 885 South Locust Grove Road • Meridian, Idaho 83642 • Phone (208)888-1254

Idaho's salmon and steelhead suffer severely from past and on-going habitat alteration; enough is enough. My wife and I submit this testimony to keep what is left of a heritage and resource that once lost will be gone forever; a heritage and resource that sustains Idaho's recreation industry, providing jobs and enjoyment to many Idahoans and non-Idahoans alike; a heritage and resource that does not require huge tax dollar subsidies for its use and enjoyment; a heritage and resource that requires only our awareness, our care and our foresightedness to enable continued use and enjoyment for this and future generations.

S.2055 does not reflect the awareness, the care or address the foresightedness to enable continued use and enjoyment of Idaho's wildland heritage and resource. Time limitation does not permit detailing the flawed concept and language of S.2055, however, we do identify the following areas of specific concern.

Special Management language appears to give forest planning language permanent legislative status even though in almost all cases such forest planning language has been appealed by the public as not acceptable or in the public interest. Mandated timber harvest levels regardless the capability or impact upon soils, watersheds and wildlife resources is unbelievable. Consideration of water rights and buffer zones; the token consideration of the South Fork Salmon River/French Creek/Patrick Butte areas; the dismissal of the Rapid River drainage; and, the inadequate addressing of the Sawtooth Completion and White Cloud, Boulder, Pioneer and Smoky Mountain proposals are among other shortcomings of the proposed legislation which are a very real disappointment.

Sec. 308 is an exception to the above. In this instance, we must commend the manner in which the Idaho outfitting industry is addressed in the proposed legislation. It is a recognition of this industry which is long overdue.

Senator Dale Bumpers
S.2055 Idaho Field Hearing
March 11, 1988
page 3

Overall consideration of S.2055, however, leads us to the inescapable conclusion that S.2055, in its present form, is a disaster for Idaho and the Nation. Extensive revision is required to make S.2055 acceptable legislation in the public's interest.

Thank you for this opportunity to comment. We request that this testimony, inclusive of the written material submitted to the committee, become a part of the official record of these hearing procedings.

William R. Meiners
William R. Meiners

Marilyn J. Meiners
Marilyn J. Meiners

William R. Meiners
Conservationist

March 6, 1988

Senator Dale Bumpers, Chairman
Senate Committee on Public Lands,
National Parks, and Forests, Room SD-308
Dirksen Senate Office Building
Washington, D.C. 20510

Re: Idaho Forest Management Act (Senate Bill 2055)

Dear Senator Bumpers:

Please be a friend of Idaho and the Nation, generally, to assure that the Idaho Forest Management Act (S.2055) is not enacted into law. S.2055, in its present form, is simply a disaster.

Two of the Northwest's greatest natural resources are its wildlife and its wildlands. In Idaho the potential for either further inroads and destruction of these resources or resource protection is enormous. Much of Idaho is rugged and remote, nearly 28 percent of the state is still undeveloped. In the United States, only Alaska has a larger proportion of unaltered land within its borders. None of the lower 48 can match Idaho's wild acreage, few even come close. It is important to Idaho and the Nation that a majority of these Idaho undeveloped lands remain undeveloped.

As the Columbia River Inter-Tribal Fish Commission has so well stated: "..... The rationale for requesting optimum expansion of Idaho's designated wilderness derives from the biological truth that when natural habitat is disrupted or destroyed the natural species that evolved and flourished in that habitat will no longer do so. The relationship of salmon and wilderness is illustrated by the fish's successful occupation, for many centuries, of Idaho's myriad rivers and streams that access the sea. Abundant clean, cold water, shade and food from the forests; and freedom from human development allowed the fish to multiply and extend themselves throughout thousands of miles of Snake and upper Columbia systems. In the past 100 years, of course, as large segments have been dammed, roaded, logged, converted to agriculture or commerce, etc., salmon and steelhead have been denied the conditions needed for growth and survival, and natural runs have steadily declined. In short, when a home is damaged, the occupants suffer."

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Since passing the Wilderness Act of 1964, Congress has given formal wilderness classification to 3.6 million acres of Idaho's undeveloped lands; another 9.3 million acres remain. These 9.3 million acres are those whose fate is addressed in S.2055.

S.2055 is a mixed bag, some good, and far more that is bad. Although acres do not tell the entire story, 1,402,300 acres is an inadequate acreage relative to the need for watershed and fish and wildlife protection. Neither does the 1,402,300 acres achieve the purpose of the Wilderness Act to assure that this and future generations may know the virtues and benefits of natural, undisturbed ecosystems. The 1,402,300 acres is a modest start in the right direction. Major revision and expansion of boundaries of designated areas in S.2055 as well as inclusion of far more areas of critical concern are required to achieve realistic wilderness classification of Idaho's 9.3 million acres of roadless wildlands.

I am appalled by the "Special Management" language as contained in S.2055, Sec.103. Such language appears to give forest planning language permanent legislative status even though in almost all cases such forest planning language has been appealed by the public as not acceptable nor in the public interest. This would seem a very dangerous precedent in a wilderness bill as it gives the very false impression that areas will be protected when in fact some of the most critical fish and wildlife habitat and watersheds in the State will be roaded and logged. Additionally, the monitoring proposal is a facade, much ado after the damage (river is full of sediment) is done. It's deja vu, the Payette National Forest has led the public down this primose path before, one storm or winter season and the South Fork Salmon River is again clogged with sediment.

Sec.103's mandated timber harvest levels regardless the capability of the land to sustain such harvest levels or the impact(s) such harvest levels would have on fish, wildlife, or watershed is unbelievable. Such a course of action ignores the public interest, bypasses The National Environmental Policy Act (NEPA) and the other applicable laws Congress has enacted to protect the environment, fish and wildlife resources - the public interest.

S.2055, Title II, Sec.201 is a bummer. All lands that are not classified wilderness under S.2055 have little likelihood of being again considered as wilderness. If S.2055 adequately addressed the wilderness issue at this time, Sec.201 would be more palatable. However, given S.2055, Title II, Sec.201 and Forest Service track record of attempting to road/log current roadless areas and the future holds little hope of future classification of roadless areas as wilderness.

S.2055, Title III, Sections 301, 302, 303 and 309 are totally unacceptable!

Livestock grazing is a major problem in forest environments, particularly as regards streamside/riparian areas (See recent General Accounting Office report on this matter as submitted to Representative Bruce Vento, Subcommittee Chairman, House Parks and Public Lands Subcommittee). Such use must be made in accordance with resource consideration/capabilities and not grandfathered in as Sec.301 mandates. In like manner, predator control must be evaluated on the basis of real need and impact upon fish and wildlife resources.

Water is a critical issue in the West. Senator McClure must not be allowed to slam-dunk his version of Western Water Law down the collective public throat. Federal reserved water rights must be preserved!

Buffer zones are a necessary option for the protection of wilderness or other areas of public use and enjoyment. The Redwood National Park is a good case in point. Logging/roading adjacent to wilderness boundaries is not in the public interest, particularly as regards those areas of limited size.

Roads. The definition as set forth in Sec.309 would legalize almost any jeep trail or set of tracks no matter the need, purpose, or impact such "road" imposes on the land and its resources. This simply is not prudent nor acceptable in the public interest.

Since passing the Wilderness Act in 1964, Congress has given formal wilderness classification to 3.6 million acres of Idaho's undeveloped/roadless lands; another 9.3 million acres remain. Wilderness classification for many of the remaining 9.3 million acres to flesh-out current wilderness area boundaries and to realize maximum protection of critical watershed, fish and wildlife values is a must to assure continued quality of Idaho's water resources, viability of fish and wildlife resources, and to serve public need as defined by the Wilderness Act. However, not all roadless lands need classified as wilderness to achieve these purposes.

As a professional biologist with an experience gained over the past twenty years through "public participation in," the forest planning process as well as the review, appeal and litigation of forest land use management plans/environmental statements provides the basis for submitting the attached material for your consideration. Additionally, as Chairman of the Idaho Wildlife Federation (IWF) Natural Resources Committee, I worked with other biologists, conservationists, citizens, and the Idaho Outfitters and Guides Association (IOGA) in development of these materials (The IWF and IOGA have since modified their positions.) which, in my opinion, does provide a realistic alternative to classifying all Idaho roadless lands as wilderness yet still protect such roadless lands and their resources for this and future generations. (See ATTACHMENT I, pages 1 through 8.)

Idaho's salmon and steelhead suffer severely from past and on-going habitat alteration; enough is enough. I make the attached proposal to keep what is left of a heritage and resource that once lost will be gone forever; a heritage and resource that sustains Idaho's recreation industry, providing jobs and enjoyment to many Idahoans and non-Idahoans alike; a heritage and resource that does not require huge tax dollar subsidies for its use and enjoyment; a heritage and resource that requires only our awareness, our care, and our fore-sightedness to enable continued use and enjoyment. A decision now for protection of this heritage and resource as is proposed in the enclosed attachment would secure a minimal remnant at best.

Areas that I am particularly concerned about and in which I have had extensive personal involvement are:

1. Rapid River drainage - an area that embraces a fish hatchery built to mitigate anadromous fish losses due the complex of Hells Canyon dams. It is a drainage at risk yet S.2055 does not even mention the Rapid River roadless area.

2. South Fork Salmon River - one of, if not the most significant summer chinook spawning waters in the Columbia River drainage. S.2055 is a joke in its proposed protection of the South Fork Salmon River drainage. It would allow/encourage logging and roading of this rugged, highly errosive area within the Payette National Forest with no mention made of that portion of the upper drainage basin within the Boise National Forest.

3. French Creek/Patrick Butte - again, logging and roading is encouraged in a rugged highly errosive area having high quality and extensive value for anadromous fish, wildlife and recreation.

4. Sawtooth Completion, Boulder, White Cloud and Pioneer mountain areas - This is an area worthy of national park status as well as wilderness classification. S.2055 does not do justice in consideration and classification of this area - a jewel among all roadless areas in Idaho.

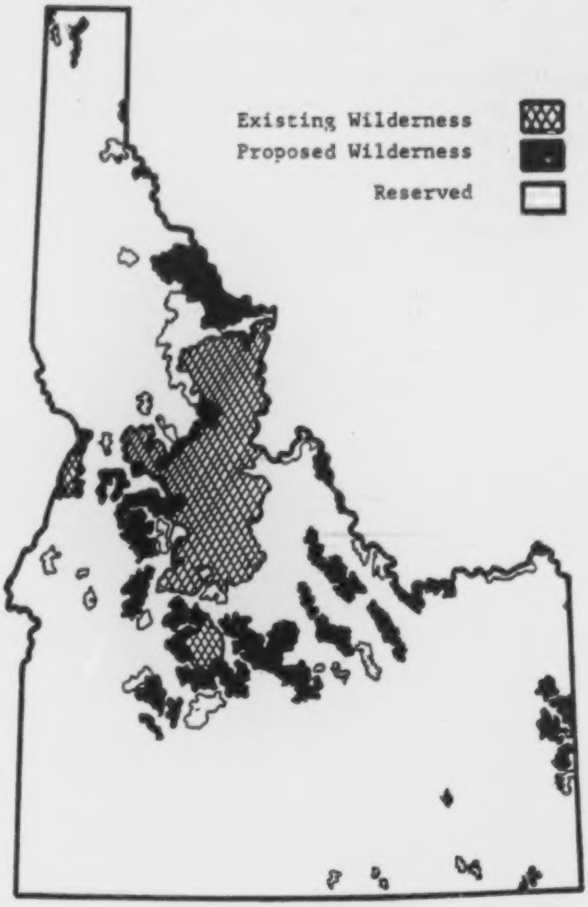
I apologize for the length of these comments on S.2055. As noted in my opening statement, S.2055 in its present form is a disaster for Idaho and the Nation. I ask your help to assure that S.2055, as written, does not become law. It is my hope and intent that you give my comments and recommendations serious consideration in review and evaluation of S.2055 and its seriously flawed scope and language in charting the future of Idaho's wildlands heritage. I ask your help in assuring that this heritage be not forfeited to short-term development and exploitation rather than securing the long-term benefit for all.

Sincerely,

William R.

William R. Meiners
WRM:mjm

ATTACHMENT I, page 1


Existing Wilderness ▨
Proposed Wilderness ■
Reserved □

Roadless Area Recommendation for Classification of Idaho's Remaining National Forest Wildland Heritage.

ATTACHMENT I, page 2

RESERVED

Reserved: "Held in reserve; kept back or set aside."- The American Heritage Dictionary of the English Language.

Reserved is a requested classification for Idaho's roadless lands not included in the National Wilderness Preservation System. Reserved is a classification for current undeveloped roadless areas, areas that provide (in part or in total) the habitat requirements to sustain dependent fish and wildlife resources; areas that ensure or enhance sustained watershed stability and water yield; areas that possess those amenities for dispersed recreational opportunity in public use and enjoyment of these lands.

Reserved differs from wilderness in that such classification would not impose the restriction(s) in use(s) associated with wilderness areas. Reserved area management would be two-fold in purpose: 1) protection and enhancement of watershed, fisheries, and wildlife values, and 2) maintenance and enhancement of dispersed recreational opportunities. Hunting, fishing, outfitting, and other forms of wild lands recreation would be appropriate to the area(s) as well as other on-going or existing use(s) where such use(s) does not encroach upon or adversely impact land and water resources.

Development or exploitation of land and water resources is not precluded. However, timber harvest, mineral development, low-head and other hydro development, roads, utility transmission corridors or other altering, modifying or destruction of land and water resources must bear the full burden of proof of their physical dimension, i.e.: specific and cumulative impact upon land and water resources; economic costs and benefits, both short and long term; and, full participation of all publics involved or likely to be impacted by the proposed activity. Off-road vehicle use or non-use would be addressed in the applicable forest or public land travel plan.

"Reserved" is requested for immediate administrative implementation to manage all such recommended areas (see attached tabulation) as roadless to permit all existing uses until at least the completion of the second round of forest plans and, further, that "RESERVED" be and become a statutory requirement of any Idaho wilderness legislation.

ROADLESS AREA RECOMMENDATION
FOR CLASSIFICATION OF IDAHO'S REMAINING NATIONAL FOREST WILDLIFE HERITAGE

I believe this recommendation provides a realistic option for protection of Idaho's remaining wildland heritage - a heritage that sustains Idaho's fish and wildlife resources; Idaho's quality of life; and, Idaho's economic well-being for this and future generations.

"OPTION OMEGA"

Roadless Area Number ICP 1/	RARE II	RARE/Other	Name	Recommended Classification Acreage 2/ Wilderness	Reserved 3/	Remarks
Boise N.F.						
11		27	Peace Rock	196,122		
12		31	Red Mountain	110,930		
13	4553,4061 L4BAAA	32 115	Sawtooth Completion	366,080		Contiguous with Sawtooth Wilderness
14		39,332	Trinities	127,444		
15		41	Danskin-South Fork Boise River	28,619		
34		23,23A, 25,25A	South Fork Salmon River		56,906	
35	4062	29	Snowbank Mountain		33,133	
36		30	Deadwood River		56,812	
37			Breadwinner		40,836	
		27(part)27A 469,470,470A	Curtiss Lake		31,264	
		436A,436B, 436C	Landmark Rock	22,684		Contiguous with RNRW 4/
	4453	460,514, 515	Riordan Creek		27,603	

1/ ICP: Idaho Conservationist Proposal (Idaho Wilderness Defense Fund)

2/ Acreage: Estimates based upon available data.

3/ Reserved: Requested statutory classification.

4/ RNRW: Frank Church River of No Return Wilderness

Roadless Area					Recommended Classification		
Number					Acreage		
ICP	RARE II	RARE/Other	Name		Wilderness	Reserved	Remarks
Boise N.F., con't.							
		516	Black Lake		5,933		Contiguous with RNRW.
		517	Burnt Log			27,862	
				Total	857,812	274,416	
Caribou N.F.							
28,41	4160, 4161		*Caribou City*		93,460		
29	4179		Cache Crest		41,800		
30	4758		Mount Naomi		28,840		
31	4151		West Fork Mink Creek		17,000		
	4156		Elkhorn Mountain			45,600	
	4157		Oxford Mountain			43,100	
	4162		Stump Creek			103,640	
				Total	181,100	192,340	
Challis N.F.							
18	4210		Borah Peak		141,000		Contiguous with BLM, Burnt Aspen WSA 5/
19	4209		Pahsimeroi		78,250		
39	4211		King Mountain			94,680	
	4207		Loon Creek			113,200	Includes Sawtooth N.F. lands.
		125	Copper Basin			5,400	
		144	White Knob			53,760	
				Total	219,250	267,040	
Clearwater N.F.							
6	1301,1306		Great Burn		204,000	238,200	Contiguous with Montana.
7	1305		Moose Mountain		21,393		

5/ WSA: BLM Wilderness Study Area.

Roadless Area				Recommended Classification		
	Number			Acreage		
ICP	RARE II	RARE/Other	Name	Wilderness	Reserved	Remarks
Clearwater N.F., con't.						
8	1309	X1314	ELk Summit	55,788		Contiguous with Selway/ Bitterroot Wilderness.
32	1302,1313		North Fork Clearwater	45,102		Congiguous with Montana
	1304		Pot Mountain		49,792	
33	1307		North Lochsa Slope		113,662	
	1308		Wier-Post Office		22,605	
	1311		Lochsa Face		73,027	
	1312		Eldorado Creek		7,878	
	1841		Radcliff-Gedney		34,710	Contiguous with Nezperce NF.
			Total	326,283	539,874	
Nezperce N.F.						
		X1226	O'Hara-Falls Creek		23,800	
		X1227	Lick Point		7,500	
		X1228	Meadow Creek		4,100	Add to RARE II 1845C.
		X1229	Elk City Face		14,441	Add to RARE II 1845C.
		X1235	Dixie Summit-Nut Hill		13,990	
		X1243	Little Slate Creek		10,000	Add to RARE II 1851.
		X1244	John Day Creek		4,900	Add to RARE II 1852.
	1841		Rackcliff-Gedney		53,000	Contiguous with Clearwater N.F.
	1845C		Meadow Creek-West	90,084		Contiguous with RNRW.
	1845D		Meadow Creek-East	97,720		Contiguous with RNRW.
	1847		Mallard	20,770		Contiguous with RNRW.
	1849		Silver Creek-Pilot Knob		22,750	
	1852		John Day		8,970	
	1853		Big Canyon A	16,500		Contiguous with Hells Canyon Wilderness.
	1854		Klopton Creek-Corral Creek	24,300		Contiguous with Hells Canyon Wilderness.
	1855		Salmon Face	9,300		Contiguous with Hells Canyon Wilderness.

Roadless Area Number ICP	RARE II	RARE/Other	Name	Recommended Classification Acreage Wilderness	Reserved	Remarks
Nezperce N.F., con't.						
	1921		Gospel Hump	56,780		Contiguous with RNRW
	1922		Rapid River	25,500		Contiguous with Payette N.F.
			Total	340,954	163,451	
Panhandle N.F.						
1	1981		Salmo Priest	14,678		Contiguous with Washington
2	1125		Long Canyon-Selkirk Crest	66,000		
3	1662		Scotchman's Peak	20,000		Contiguous with Montana.
4	1148		Grandmother Mountain		29,000	Surrounds BLM WSA.
5	1300		Mallard-Larkins (including Boulder Creek)	340,000		
	1122		Blacktail Mountain		5,140	
	1123		Upper Priest Lake		14,680	
	1131		East Cathedral Peak		20,890	
	1132		Magee		36,930	
	1133		Tepee Creek		6,240	
	1134		Spy Glass		6,510	
	1136		Spion Kop		31,300	
	1137		Lost Creek	11,600		
	1664		Trout Creek	8,500		Contiguous with Montana.
	1799		Sheep Mountain-State Line	30,500		Contiguous with Montana.
			Total	491,278	150,690	
Payette N.F.						
9	4921		Salmon River Breaks	90,000		
10	4451,4455 4461	26A,26B 26C,26D	Payette Crest	441,000		Includes Boise N.F. lands.
	4062		Snowbank		2,130	
	4453		Meadow Creek		22,315	Contiguous with RNRW.
	4456		Placer Creek	7,141		
	4458		Chimney Rock	8,760		
	4459		Crystal Mountain	13,910		
	4464		Cuddy Mountain		45,705	
	4466		Council Mountain		16,236	

Roadless Area					Recommended Classification		
	Number				Acreage		
ICP	RARE II	RARE/Other	Name		Wilderness	Reserved	Remarks
Payette N.F., con't.							
	4922		Rapid River		123,400		Contiguous with Nezperce N.F.
34		264,265	South Fork Salmon River			51,767	Contig. with Boise N.F.
				Total	684,211	138,153	
Salmon N.F.							
20	4503		North Lemhi Range		341,650		Includes Challis N.F. lands.
21	4943		West Bighole		70,560		Contiguous with Montana.
	4512		Agency Creek		10,240		Contiguous with Montana.
	4942		Anderson Mountain			18,340	Contiguous with Montana.
	4944		Goat Mountain			33,670	Contiguous with Montana.
	4945		Italian Peaks			52,540	Contiguous with Montana.
	4946		Allan Mountain			46,670	Contiguous with Montana.
				Total	422,450	151,220	
Sawtooth N.F.							
16	4201		Pioneers		182,000		Includes Challis N.F. and BLM lands.
17	4582		Cache Peak			28,801	
38	4552	320,330	Lime Creek			90,000	Includes Boise N.F. lands.
	4551	135	Boulder-White Clouds		510,440		Includes Challis N.F. lands. Contiguous with BLM,WSA.
		147,325, 326,327, 328	Sawtooth Completion		138,240		Contiguous with Sawtooth Wilderness.
				Total	830,680	118,801	
Targhee N.F.							
22	4601		Diamond Peak		183,433		Contiguous with BLM WSA.

Roadless Area ICP	Number RARE II	RARE/Other	Name		Recommended Classification Acreage Wilderness	Reserved	Remarks
Targhee N.F., con't.							
23	4945		Italian Peaks		42,000		Contiguous with Montana.
24	4963		Lionhead		16,860		Contiguous with Montana.
25	4611		Garns Mountain		78,000		
26	4613		Palisades		111,250		Contiguous with Wyoming.
27	4615		Bear Creek		107,000		
40		353,354,355	Centennial			40,000	Contiguous with Montana.
	4610		West Slope Tetons		160		Contiguous with Wyoming.
	4616		Poker Peak			18,600	
	4961		Garfield Mountain		27,510		Contiguous with Montana.
	4962		Mt. Jefferson			6,700	Contiguous with Montana.
				Total	566,213	65,300	
SUMMARY BY FOREST							
			Boise N.F.		857,812	274,416	
			Caribou N.F.		181,100	192,340	
			Challis N.F.		219,250	267,040	
			Clearwater N.F.		326,283	539,874	
			Nezperce N.F.		340.954	163,451	
			Panhandle N.F.		491,278	150,690	
			Payette N.F.		684,211	138,153	
			Salmon N.F.		422,450	96,680	
			Sawtooth N.F.		830,680	118,801	
			Targhee N.F.		566,213	65,300	
				Total	4,920,231	2,061,285	

Senator McCLURE. Mr. Stuart Yount.

STATEMENT OF STUART L. YOUNT

Mr. YOUNT. Good afternoon. My name is Stuart Yount. I live here in Boise.

I came to Idaho in June of 1969. We came out here to live after we had two vacations here. One of the reasons I came, some of them, was the great hunting, fishing and hiking, and especially the opportunities we had on the public lands.

I oppose this Idaho Forest Management Act because it doesn't protect the roadless areas that we have.

I question the development because I don't think that the citizens can afford to subsidize the timber industry, the mining industry and whatever.

I support the Idaho Wildlands Coalition proposal. And if I really had my way, I would make all the roadless areas as wilderness.

Thank you.

Senator McCLURE. Thank you.

[The prepared statement of Mr. Yount follows:]

FOR THE HEARING RECORD

Idaho Forest Management Act - 1988
S. 2055

Senator McClure / Governor Andrus

I oppose this Act:

The national forest lands included in this Act are the property of the people of the United States - not just those who live in Idaho. Any management of these lands must reflect this fact.

Boundaries are not drawn to protect complete watersheds, wildlife habitat, or scenic values. The total acreage included is too little; the 1.4 million acres represents only about 12 percent of the lands which are eligible for wilderness protection.

We cannot afford, economically, to allow our roadless lands to be developed. Taxpayers are already burdened with subsidizing to many industries. The justification of providing stability to timber dependent communities seems to be more politically motivated rather than real concern for their welfare. The same old town, the same old mill, the same old job, does nothing for individual character development.

Short-term monetary profit for the special interest industries seems to be the overriding reasons this Act has been proposed.

Many areas, especially the Boulder-White Clouds and North Lemhis, are totally lacking in the protection they deserve.

The 3.9 million acres of Wilderness proposed by the Idaho Wildlands Coalition, in itself a compromise, is a reasonable area that should be acceptable to both conservationists and developers.

Stuart L. Yount
Stuart L. Yount
5702 Cruzen Street
Boise, Idaho 83706
March 11, 1988

Senator **McClure**. Jane Leeson.

STATEMENT OF JANE LEESON

Ms. **Leeson**. I want to thank you for this opportunity to speak upon such an important matter. And I hope that the voice of Idaho is heard across the country, especially heard by the other members of Congress.

I am here today representing myself, my husband and my children. We moved here 18 years ago before the children were born so that we could make our lives near the powerful and magestic land that makes up Idaho.

We hope that our children's future holds an experience where they can participate in part of what makes America great, and that is living in a state like we have here.

We recognize the great importance that wild and roadless areas have, particularly in terms of their production of quality water, biological diversity and spiritual rejuvenation.

We think that these lands are an inappropriate place to harvest logs for pulp and for lumber, that there are more appropriate places in this country to grow trees than the batholith and the steep and pristine wild areas that we believe should be protected here in Idaho.

Likewise, there are more appropriate places where cattle can be grown more productively.

The wildlands here in Idaho are best served—best serve Idaho and Americans by being kept wild.

We do not support this piece of legislation because it does not protect very important areas. In particular, the Boulder/White Clouds, the north Lemhis and parts of the Boise National Forest.

We've been using the Tenmile Creek area of the Boise National Forest every summer for the last 18 years, and we're appalled that this area is not protected. Stripping trees off the slopes, dirtying the water, ruining the scenic beauty there is simply madness, in our view.

And we also oppose some of the special management language; in particular, the way water is dealt with.

And we oppose the way ORVs are allowed to access the pristine areas. The noise ruins the experience for everyone else.

Senator **McClure**. Thank you very much. Your entire statement will be made a part of the record.

Ms. **Leeson**. We're willing to wait for a better bill.

Thank you.

[The prepared statement of Ms. Leeson follows:]

TESTIMONY FOR THE HEARING RECORD by Jane Leeson, 310 Resseguie Street, Boise, Idaho 83702, on S.2055, the Idaho Forest Management Act, to the Senate Subcommittee on Parks and Public Lands, in Boise, Idaho on March 11, 1988.

I am here today on behalf of myself, husband and children. We moved here 18 years ago before the children were born because of the greatness of the land here, not the promise of an eastern-style economy. We prefer it that way. We recognize the productivity of roadless lands in terms of high quality water, biological diversity, and spiritual regeneration. These are more important to us, and we believe to America in the long run than the short lived value of subsidized logging and grazing profits to a relatively few people.

We oppose this legislation because it is too radical. It mandates practices such as the level of allowable harvest and seasonal of logging that should be planned by the professionals in the Forest Service with the accompanying public process. This legislation mandates activities in wilderness that should not be allowed once, such as keeping all backcountry airstrips maintained and open. It mandates drawing wilderness boundaries that would recognize tracks as roads, and exclude them. And, most important to me, it denies the legitimate water rights wilderness must have. These examples of bad language make this bill impossible to support.

I believe the authors have wrongfully bargained that the public would accept the deserving acres they preserve as wilderness as a fair price to pay for this bad language. I do not accept that. The areas that would received wilderness protection with this legislation certainly deserve it. Out of the 9 million roadless forest acres these 1.4 million are some of the best. But the way they'd be managed and the way the boundary lines were drawn truely dimishes their functions as reserved wilderness. There are many more acres that should have been protected. A few that are important to my family in particular include the Boulder-White Clouds, the North Lemhis, and parts of the Boise National Forest.

The Boulder-White Clouds are magnificent. America does not need to sacrafice this area for trees or molybdenum. We do need to preserve great parts of the country for our enjoyment and pride and self-identity, and this is one of them. This legislation's dismal failure to protect the Boulder-White Clouds is certainly a warning signal that other deserving areas were left out as well. The North Lemhis encompass perhaps the most diverse ecosystem in this part of the country that is fully intact and essentially pristine. There are no significant conflicts, and I want to speak out here in favor of their protection. There was inadequate protection in the Boise National Forest. My family has been using the Ten Mile Creek area every summer for the past eighteen years. Its essential value will be lost without wilderness protection in that drainage. Stripping the trees off those slopes, befouling the water, ruining the fishery, and spoiling the scenic beauty is madness.

Logging or otherwise ruining these unprotected areas is bad business too. The short-term profits and even infusion of a few more years of trees for the 17 logging-dependent communities in Idaho is bad management. As wilderness, these lands will continually produce essential high quality water, and habitats for wild animals, fish, birds and invertebrates. They are sources of great enjoyment and rejuvenation. They in part represent the strength of the American spirit.

I'd like to speak to the provisions mandated for motor cycles and all terrain vehicles in this legislation. The noise these motor vehicles makes ruins a backcountry experience for everyone within 10 square miles. That noise painfully clashes with natural sounds. So, the experience of the rider is forced upon everyone else within range, and I for one detest it. It's like air pollution from smoking - one person's pleasure ruins an environment for many others and is not acceptable. Motorcycle riders have no right to do this on so many acres. Therea are millions of acres available for multiple-use. In addition, ORVs cause severe and long-term damage even with very little use. I strongly oppose the special provisions that would provide for ORV access into the heart of roadless areas, and especially designated wilderness areas.

In conclusion, I believe that unless the terrible language is correct and the boundaries are expanded, this legislation would be bad for Idaho and America. Senator McClure, you have asked people to address what they would be willing to give up, and I can respond by saying that we have looked at the 9 million roadless forest acres and have identified 4 million that need to be protected. The 5 million we have not included in the conservationists' proposal would be available for development. That is what we believe is prudent. Thank you for this opportunity to comment.

Jane Leeson

Senator McCLURE. Mark Siemon.

STATEMENT OF MARK SIEMON

Mr. SIEMON. Yes. Thank you. Good afternoon. My name is Mark Siemon. I'm from Ketchum, Idaho.

I'm opposed to Senate Bill 2055. Ketchum and the surrounding mountain ranges, the Pioneer, Boulder/White Clouds, Smoky and the Sawtooth Mountains have been my home for the past 22 years. I grew up hiking in all of these mountain ranges, and I'm opposed to S. 2055 because I do not feel it gives adequate wilderness protection to many of the national treasures our state is so fortunate to hold.

I'm familiar with many of the areas not given wilderness status by S. 2055. Especially troubling to me is the exclusion of the Boulder and Smoky Mountain ranges, the gateway to the Sawtooth Mountains.

I cannot understand the political process through which these two unique areas were forgotten. In addition, I am opposed to S. 2055 because I do not believe it gives protection to a large enough area of the White Cloud, Pioneer or Sawtooth Mountain ranges.

I am also opposed to the special management language included in 2055.

On my way over here from Ketchum this morning, we stopped off at Mountain Home in the Gear Jammer gas station. And I was thinking about my testimony this morning. I was looking around, and I saw some of these post cards. Here's one for the Gear Jammer. Here's one for scenic Idaho, which has the Sawtooth Mountains on it. Here's another one with the Sawtooth Mountains on it. And here's one with some bull elk.

This is the image that I like to think of when I think of Idaho. And I think this is the image we promote.

Try as I could, I couldn't find any post cards that said, "Visit Idaho. We've got great clearcuts. See Idaho on an ORV at 40 miles an hour."

We are very blessed and very lucky in this state to have so much wilderness. So many other areas in this great country of ours would love to be in the position that we are. And I have no doubt that many of those areas where wilderness has already been taken and totally destroyed would love the opportunity to protect some of their wilderness.

This spring I had the opportunity to visit Washington, D.C. And during that time, I visited the Smithsonion Natural History Museum. And all they had there was stuffed animals. And I hope that we can preserve some of the wilderness for the real thing.

Thank you.

Senator McCLURE. Thank you.

[Applause.]

Senator McCLURE. The next group will be—we seem to be having trouble getting six in with the chairs here, so we'll call them in groups of five—Beth Workman, Marjorie Hayes, Jerry Means, Steve Martin and Tim Kesinger.

And the next group will be: Monica Mahr, Tom Glass, Richard Meyer, Ellen Glaccum and Darwin Chaffin.

Beth Workman.

STATEMENT OF BETH WORKMAN

Ms. **Workman**. Senator McClure, Governor Andrus, Congressman Craig and committee members, thank you for taking the time to listen to me today.

I feel strongly about Idaho's wildlands. I feel that the line does need to be drawn somewhere and that time and place is right now.

The amount of lands in this country used by and for the use of humans far outweighs land left for other species. We need to keep intact in special areas what we all depend on, other species and clean water for survival. We need more than anything else those two things; more than the short-term monetary gain from logging, more than the short-term fun of off-road vehicle use.

As we approach the year 2000, our planet will have seen wildland shrink to almost nothing. As this time passes, the question becomes not how much more wilderness, but how much less.

We need to protect what's left of Idaho's wildlands, so I oppose the McClure-Andrus bill as inadequate.

If a true compromise is undertaken, the line should be drawn much higher than the 1.9-million figure proposed.

The McClure bill should be expanded to include all the areas proposed for wilderness by the Idaho Wildlands Coalition.

Thank you.

Senator **McClure**. Thank you.

Marjorie Hayes.

Is Marjorie Hayes here?

Jerry Means.

Governor **Andrus**. There she is.

Senator **McClure**. Marjorie, you're on.

Is Jerry Means here? Jerry Means?

Steve Martin.

Why don't we go ahead with Steve Martin while Marjorie is getting ready.

STATEMENT OF STEVE MARTIN, HELICOPTER LOGGERS ASSOCIATION

Mr. **Martin**. I am Steve Martin, and I represent the Helicopter Loggers Association.

I believe Senator McClure and Governor Andrus should be commended for attempting to resolve the obvious stalemate in the multiple-use management of Idaho's natural resources.

The filing of appeals and the high potential for litigation over roadless areas is seriously limiting the available timber. Even sales like the Tailholt Helicopter Sale, a part of an ongoing sedimentation research program on the South Fork of the Salmon, has been delayed. And the Elk Creek Fire Salvage Sale, a portion of the Savage Creek Burn, was not awarded which resulted in the subsequent waste of the resource?

Many other examples could be cited, but these two are typical of the intolerable impacts on proper forest management.

The Helicopter Loggers Association doesn't agree with the setting aside of additional area dedicated to wilderness.

Substantial volumes of forest products have been utilized over the past 15 years from Idaho's forest through the use of helicopter logging without any significant detrimental impact on the environment.

We have concluded, based on specific experience in a wide range of environmentally sensitive areas, that the intelligent application of existing technology within the framework of true multiple-use management can allow the natural resources on our public domain to be enjoyed by all segments of society.

We therefore request that any act creating special management areas also include adequate provisions for implementation that would allow the continued use of the helicopter logging system.

The consistent ongoing aerial logging program will help firm up the dwindling timber supply and make a significant contribution to the economy of Idaho and the nation.

Thank you.

Senator McClure. Thank you.

Now Marjorie Hayes.

STATEMENT OF MARJORIE HAYES

Ms. Hayes. Senator McClure and Governor Andrus and Congressman Craig, I didn't know how many of you were going to be present for this hearing, so I just—pardon my just addressing Senator McClure in my report.

I'm Marjorie Hayes, and I'm speaking on behalf of my husband and myself in regard to the presentation of the McClure-Andrus Wilderness Proposal.

Although purportedly a great deal of time and effort has gone into this proposal to determine the future use of our roadless areas in Idaho, we cannot accept this plan, for it would continue with the same destructive practices which have placed our fishery populations at risk and have created the following list of fish species that are endangered, threatened or of special concern to the people of Idaho and their fishery management.

And I've made a list there that I won't bother to read, but you have it in front of you.

The above list was taken from the Idaho Fisheries Management Plan of 1986 to 1990.

This Idaho batholith, perhaps one of the most destructive features of the McClure-Andrus plan is their treatment of the anadromous fish country.

The Idaho Fish and Game Department listed salmon fishing as a major economic resource prior to 1965 when anglers harvested 1,700 to 4,000 salmon from the South Fork Salmon River Drainage whose principle tributaries are the Secesh, the East Fork, South Fork Salmon and its tributary Johnson Creek. However, this does not include the smaller streams where the anadromous fish largely spawn.

The tributaries to the above listed streams are the small creeks, such as Lake Creek which feed into the larger creeks. These are very small streams, but are the cradles of the anadromous fish. And they are at risk with this plan.

This area is located in the Idaho batholith where the soils are thick to thin Aeolin deposits overlying highly weathered border zone rocks high in mica. Thick soils overlying highly weathered border zone rock high in mica are some of the most massively unstable lands in the area.

Senator McCLURE. Your time has expired. Your entire statement will be placed in the record.

Ms. HAYES. All right.

Senator McCLURE. Thank you very much.

Ms. HAYES. You're welcome.

[The prepared statement of Ms. Hayes follows:]

For The Hearing Record.

THE IDAHO FOREST WILDERNESS HEARING - MARCH 11,1988

Senator McClure and gentlemen of the Committee.

I am Marjorie G. Hayes and I am speaking on behalf of my husband and myself in regard to the presentation of the McClure-Andrus Wilderness Proposal.

Although purportedly a great deal of time and effort has gone into this proposal to determine the future use of our roadless areas in Idaho, we cannot accept this plan... for it would continue with the same destructive practices which have placed our fishery populations at risk and have created the following list of fish species that are endangered, threatened or of special concern to the people of Idaho and their Fisheries Management.

CHINOOK SALMON "SUMMER"	APPROACHING ENDANGERED STATUS
CHINOOK SALMON "FALL"	APPROACHING "ENDANGERED STATUS"
SOCKEY SALMON	RESTRICTED RANGE- REDFISH LAKE.
STEELHEAD TROUT	SOME DISCRETE RIVER STOCKS MAY BE IN THREATENED STATUS.
REDBAND TROUT	RESTRICTED RANGE; STATUS UNKNOWN
WESTSLOPE CUTTHROAT	SENSITIVE TO HABITAT MODIFICATION AND FISHING.
BONNEVILLE CUTTHROAT	RESTRICTED RANGE-PREUSS CREEK, GIRAFFE CREEK, DRY CREEK
YELLOWSTONE CUTTHROAT :	SENITIVE TO HABITAT MODIFICATION, HYBRIDIZATION & OVERHARVEST
BEARLAKE CUTTHROAT	RESTRICTED RANGE- BEAR LAKE
SNAKE RIVER CUTTHROAT	RESTRICTED RANGE-SOUTH FORK SNAKE RIVER
BULL TROUT (DOLLY VARDEN)	ONLY NATIVE FISH OF THIS GENUS, PRESENTLY IN IDAHO ONLY AS WILD NATIVE STOCK
BONNEVILLE CISCO	RESTRICTED RANGE-BEAR LAKE
LEATHERSIDE CHUB	RESTRICTED RANGE-WOOD RIVER
WOOD RIVER SCULPIN	RESTRICTED RANGE-WOOD RIVER, STATUS UNKNOWN.
SHOSHONE SCULPIN	RESTRICTED RANGE-SNAKE RIVER AQUIFER SPRINGS: STATUS UNKNOWN.
TROUT-PERCHES (SAND ROLLER)	RESTRICTED RANGE-CLEARWATER RIVER NEAR LEWISTON.

The above list was taken from the Idaho Fisheries Management Plan-1986-90.

THE IDAHO BATHOLITH

Perhaps one of the most destructive features of the McClure-Andrus plan is their treatment of the Anadromous fish country....

The Idaho Fish & Game Department listed Salmon fishing as a major economic resource prior to 1965 when anglers harvested 1,700 to 4,00 salmon from the South Fork Salmon River Drainage whose principle tributaries are the Secesh River, the East Fork South Fork Salmon, and its tributary Johnson Creek... However this does not include the smaller streams where the anadromous fish largely spawn. The tributaries to the above listed streams are the small creeks, such as Lake Creek,which feed into the larger creeks. These very small streams are the cradles of the anadromous fish and they are at risk with this plan.... This area is located in the Idaho Batholith where the soils are thick to thin Aeolin deposits overlying highly weathered border zone rocks high in mica. Thick soils overlying highly weathered border zone rock high in mica are some of the most -massively unstable lands in the area. Thin soil overlying highly weathered granitics are among the highest sediment producers in the area.

IN the above identified areas historically the steelhead spawning run exceeded 3,000 fish. Current estimates are less than 300 spawners. Salmon anglers harvested 1,700 to 4,000 annually now the run sizes are about one tenth of their former abundance. Lake Creek, with its beautiful quiet spawning waters lies largely abandoned. The last time we inquiered the Forest Service Guards told us they had seen some evidence of redds below Burgdorf which indicated they were attempting a return. (Lake Creek is one of the head waters of the Secesh River).

The Idaho Fish & Game Department list two reasons for the decrease in the number of Chinook and Steelhead:

(1) Logging and road construction activities carried on in this highly unstable environment and (2) serious fish passage problems

and increased mortality caused by construction of hydro-electric dams on the lower Salmon and Columbia rivers.

We are in the process of correcting the latter problems through the activities of the Northwest Power Planning Council . The proposals in this McClure-Andrus Bill however, places their work at risk because it sanctions business as usual with only a one mile corridor along the South Fork and does not even consider the small spawning streams where the propigation takes place... Our belief is that this plan will complete the annihilation of the Anadromous fish runs in the South Fork of the Salmon area and abort the investment of the Northwest Planning Councils efforts to restore the runs. We cannot accept this and think it is illegal. We feel that the Payette Completion should include Partridge Creek, French Creek the Secesh River and the South Fork and all of their tributaries. We feel that this is necessary for the economic health of our State and for our obligation to a a world society which has now reached five billion in population, and is presently being fed with agricultural products from Idaho. The restoration of the anadromous fish which are also an Idaho product will show a responsible stewardship of our resources.

The Boulder-White Clouds, some of the most beautiful land in the world is treated very badly by this proposal. This priceless area is given over to off-road vehicles which are so destructive to the fragile batholith soils. Its waters contribute to the Salmon habitat whose pecarious existance is again threatened by this lack of concern over their habitat... The efforts of the Northwest Power Planning Act is also being flaunted as only one-fourth of the area is planned for inclusion in this wilderness act whereas the whole of it should be protected as part of the holistic plan to restore the anadromous fish runs. The SouthFork of the Boise River between Arrowrock and Anderson dam provide the only designated quality trout stream in Southwestern Idaho. Alpine lakes within the Boise river drainage provide fishermen a veriety of fishing opportunities... We feel that this proposal fragments the integrity of the Trinities and does not include Peace rock and Red Mountain which maintain the out of door quality for a retreat for the people of Boise and provides habitat for elk, deer, and mountain goat... We feel that this proposal is inadequate.

Essential drainages in the Pioneers are not being protected with this plan. The Pioneer drainage contains the most productive trout streams in the State. One of the most intensely fished streams sections in the area is the Big Wood River between Gimlet and the mouth of Prarie Creek. There are 16 Alpine lakes which support fish in this drainage. Hydro power developments on the main Big Wood River and tributaries could jeapardize existing fisheries, wildlife and aquatic habitat... At risk are also Wood River Sculpin and Leatherside chub who are listed on the special concern program of the State of Idaho. Essential drainages should include the Smoky Mountains as well as the Pioneers.

The Native stocks of cutthroat trout (Westslope, Yellowstone, Bear Lake, Snake River fine-spotted and Bonneville)in Idaho are sensitive to habitat alteration, susceptible to overharvest, and are best adapted to special waters. They are all regarded as species of special concern. The fine-spotted cutthroat of the South Fork Snake River, Palisades Reservoir and tributaries is a unique race of cutthroat with limited distribution.Snake River fine-spotted and Yellowstone cutthroat occur sympatrically in South Fork tributaries down stream from Pallisades Dam. Recently pure populations of Bonneville cutthroat trout have been discovered in tributaries of the Bear River on the Idaho border. Including the Palisades in wilderness classification would do much to protect these species... The Greater Yellowstone Ecosystem, the Centennials and Lionhead are critical elements of this system and should be included in as should Stump Creek, Caribou, Bear Creek, Garns Mountain and as previously mentioned the Palisades-South Fork of the Snake. Cache Crest and Mount Naomi areas are popular Idaho attractions for Utah recreationists and help out the economy of our State through tourist attraction.

Which leaves the Idaho Panhandle ... We feel that the Mallard-Larkin proposal fails to protect key drainages including Buck, Poehl, Kinesaka, and Canyon Creeks. We feel that the special management language does not come close to protection of the resources.

(5)

It mandates an unacceptably high level of timber harvest within Grizzly Habitat (another endangered species) and makes bad management decisions permanent for enadromous fish (a threatened species) on the Clearwater National Forest.

On the whole we feel that it is a very bad plan. It is serving a boom or bust mentality which will reduce the third largest revenue producing resource in our State, which is tourism. In Idaho Yesterday W. Darrell Gertsch, for his PHD dissertation at the University of Washington writes " Idaho ranks near the bottom of the States in terms of tourism promotion but near the top in terms of dependence on Tourism revenue... This level of economic activity dwarfs by comparison Idaho's more famous and traditional extractive industries such as timber and mining and its potential is potential is even more significant (if we don't kill the goose that lays the golden egg (my comment). Many communities in the state are taking note of tourism's potent tial financial benefits as they attempt to diversify their economic bases. To what extent future water-use decisions in Idaho may be linked to travel and tourism, others can decide; but logic suggests that linkage exists."

William S. Hayes Marjorie G Hayes

Senator McClure. Tim Kesinger.

Jerry Means?

This may be a good time for us to have a brief recess so our reporter can relax for just a moment.

When we come back, we'll have Monica Mahr, Tom Glass, Richard Meyer, Ellen Glaccum and Darwin Chaffin as the panel.

We'll be in recess for five minutes.

[Whereupon, a recess was taken.]

Senator McClure. Please come to order.

Monica Mahr, Thomas Glass, Richard Meyer, Ellen Glaccum and Darwin Chaffin, if they would please take their seats.

Thank you very much.

We'll start with Monica Mahr.

STATEMENT OF MONICA MAHR

Ms. Mahr. Good afternoon. I'm Monica Mahr from Ketchum.

I guess I'm kind of just going to touch on this and then just toss it out and just speak from my heart and what I feel about this.

Senator McClure. Your prepared statement will be made a part of the record.

Ms. Mahr. Okay. Thank you.

I would like to support the Senate Bill 2055, but I can't as it stands now. What I would rather see, what I would rather support is the Idaho Wildlands Defense Coalition, House Bill 1512.

There's not enough acreage, for one, in Senate Bill 2055. Areas specifically: The Boulders, the White Clouds, that needs to be one ecosystem. What I really don't care for about 2055, I really like to think in systems, and not cutting, you know, the corridor that goes through there, for example. I don't like to cut systems apart. That destroys the intent of a wilderness area.

As far as the wildlife, as far as the soil, as far as everything, it just doesn't really make sense to me.

I moved here—well, I grew up in Oregon, and then I've lived everywhere. I've lived on the East Coast. I lived on the West Coast. And I moved here for the mountains. The wildlife—or the boundary is right in my backyard. And I love to live right close to the mountains. And I spent all of last summer in the mountains. I took off from my job, and I just lived in the mountains.

I've been in most of the ranges right around there. And I really got a feel for the mountains there. And it's incredible.

It doesn't make sense, some of the borders that are there. Some of the watershed borders—or how the borders split some of the watersheds and go through—you know, it just doesn't really make sense.

I have all kinds of facts and figures here, and people here have raised really wonderful issues. And I don't really want to repeat those simply, but it's just—it just doesn't make sense. It needs to go by systems. What one system—Like the Boulder/White Clouds, what that area needs.

Senator McClure. Thank you very much.

Ms. Mahr. Thanks.

[The prepared statement of Ms. Mahr follows:]

My name is Monica Waks, and I'm from Ketchum, Idaho. I do not support the McClure Andrus Wilderness Bill (S 2055) Instead, I support the Idaho Wildlands Defense Coalition's proposal - the Kostmayer bill (HR 1512)

I spent all last summer hiking in the mountains of Idaho After 2½ months of trekking, I saw enough to know that this proposal is not adaquate. First, the White Cloud/Boulders are not given enough consideration. This is a sensitive area, and should be given much more consideration. Any area that is so primitive that each lake has its own subspecies of trout ~~considers~~ merits consideration - and protection More than this bill gives

Second, the Smokys have been absolutely neglected in consideration for a wilderness designation. I believe that a wilderness designation is needed here adjacent to the

Sawtooth Wilderness area. This rounds out the Sawtooth ecosystem, providing Winter habitat for wildlife ~~otherwise thro~~

In general, the McClure Andrus Bill was much too hurried, and does not consider ecosystems and what the present use by people really is. It splits watersheds, even splits meadows in half. It threatens sensitive wildlife areas with log language that mandates logging. It designates areas to ORV use when only 5% of the users for these areas are actually ORV users.

There is, too, another side to my views, perhaps a bit less tangible. In each different range I spent time in this summer, I noticed the uniqueness that they each had to offer, while at the same time "all offering one common theme. If we" must put borders on these areas, we are obligated to put them there conciously, for all the future. There is a definate 'feeling' about each area - where it begins - ends. This 'feeling' happens to coincide with logical boundries when considering fisheries, wildlife - ecosystems. Even less tangible is what the wilderness does for each of us on a spiritual level. Even if we dont live there for a summer or even frequent it, simply the knowledge that it's there is soul food in a stress-packed world. On a more grand scale, we can dare to be 'long-sighted' and invest now in our future by protecting our wild areas. There really isn't much left these days - right now Idaho has a chance to be a haven - for now and for the future with a Wilderness Bill that makes sense - that is ~~the~~ not the McClure-Andrus bill S 2055

Senator McClure. Thomas Glass.

STATEMENT OF THOMAS R. GLASS

Mr. Glass. Thank you, Senator. My name is Tom Glass. I'm a long time resident of Idaho. I've been in this hearing all day, and I've revised my notes numerous times.

I could support, I think, the proposed bill with some changes. But I wonder truly if compromise is possible.

I recently retired from a job that required the negotiation of labor agreements. We decided to define a good agreement as one that neither party liked much. And it sounds like you gentlemen have arrived at that goal.

I'm an avid and a long time snowmobiler.

The bill includes three areas that have been used by snowmobilers very heavily as long as those machines have been in use. This is Snowbank Mountain, the Trinities and the Lionhead area.

I'm not personally familiar with the Snowbank Mountains, but I know the other areas.

The first section of this proposed act makes reference to undeveloped and roadless areas. I would submit that the numerous campgrounds and numerous roads to Trinities fails on either test. It's a popular summer and winter recreational area.

The proposal to leave a corridor which could be groomed as a snowmobile trail in the winter time is in fact an afront to many snowmobilers. There's lots of us that like to ride the trails through the glorious winter scenery, but there are others who view them as a means of access into areas where they can test their skill in operating a flying piece of machinery against the best that nature has to offer.

The beauty of this as a form of recreation is that when the snow melts, there's no evidence that we have been there.

I own property in Boise County, and near there is a clearing where my family and many others learned to operate snowmobiles safely and develop their skills. The area has been subjected to extremely heavy snowmobiling use for more than 20 years. It is an area that initially was a clearing of sagebrush and wild flowers. Over the years, the stagebrush and the wild flowers still flourish, and it's developed into a healthy young forest of Ponderosa Pine.

In summary, I could support this bill if it allows for over-the-snow access subject to regulation by the Forest Service.

Senator McClure. Thank you very much.

Mr. Glass. Thank you.

[The prepared statement of Mr. Glass follows:]

STATEMENT URGING MODIFICATION OF CERTAIN PARTS

of the proposed

IDAHO FOREST MANAGEMENT ACT
(Senate Bill 2055)

TO ALLOW FOR CONTINUED ACCESS BY SNOWMOBILES

Thomas R Glass
701 N. 19th St.
Boise, Idaho 83702

The snowmobile first came into popular use in the late 1960's and early 1970's both as a work and recreational vehicle. It found immediate and still growing acceptance in all sections of Idaho and significantly changed the nature of our winter recreational activities. I am and have been an avid owner and rider of these machines since 1968.

There are three areas proposed for inclusion under this Act that have been popular with snowmobile riders all of the time that the machines have been in use in Idaho. These are:

1. Snowbank Mountain in the Boise National Forest (Sec. 102 (g).
2. The Trinity Peaks area in the Boise National Forest (Sec. 102 (j).
3. The Lionhead area in the Targhee National Forest (Sec. 102 (o).

I have never ridden at Snowbank Mountain but I am personally familiar with the other two areas. They offer a variety of scenery and riding experiences that appeal to snowmobilers of all ages and skill levels and they are heavily used.

In the Trinities the proposal to leave a corridor which could continue to be groomed as a snowmobile trail, as a compromise which should appease those of us who use the area in the winter time, is in fact an affront to many snowmobilers. The riding of groomed trails through glorious winter scenery appeals to some of us, but to many others such trails serve primarily as a means of access to areas where they can test their skill in operating a piece of fine machinery against the best that nature has to offer - and make no mistake, there can be great deal of skill and physical effort involved.

The Lionhead area offers similar opportunities and challenges and is heavily used by winter tourists from the West Yellowstone, Montana area along with those from Island Park. Further, I understand that the Montana portion of this area is not being proposed for designation as wilderness.

It appears that a principle rationale for including the Trinity area was its proximity to Idaho's population centers. I would suggest that a more appropriate alternative for this purpose would be the Shafer Butte -Boise Front area immediately north of the city of Boise. This would have the additional advantage of offering a readily accessible wilderness experience to those extremists who decry the use of the internal combustion engine in any form. It could also serve as a laboratory to demonstrate the technical and managerial skills of those who would restore it to its pristine state.

The beauty of the snowmobile as a form of recreation is that it can be enjoyed by persons of all ages and when the snow melts there is no evidence that we have ever been there. There is a clearing near my cabin in Boise County where my children and many others developed their skills and learned the safe operation of snowmobiles. It has been subjected to extremely heavy snowmobile traffic for nearly twenty years. In the summertime it was covered by sagebrush and wildflowers. The sagebrush and wildflowers still flourish and over the years the area has developed into a young forest of ponderosa pine.

Finally, closure of these areas to snowmobiles can only have a negative impact on the usually shaky winter economy of adjacent communities. Since these areas have been used for these purposes for so long with little or no adverse impact I strongly recommend that they be excluded from coverage under this proposed Act. A much less desirable alternative would be to designate them as Special Management Areas and allow continued snowmobile access under appropriate regulations to be developed by the Forest Service.

Senator **McClure**. Mr. Meyer.

STATEMENT OF RICHARD B. MEYER

Mr. **Meyer**. Senator McClure, Governor Andrus, Mr. Craig and members of the staff, we've been asked what can we give. I suspect the answer—that the underlying feeling to that is how much can we take. The real consideration should be what can the land give.

I would like to make a proposal to help settle the Idaho wilderness issue.

The McClure-Andrus Forest Management Act does not resolve the wilderness issue. The land is not a political football. Idaho forest land use decisions should be removed from the political arena at this time. The land can tell us how it can be best utilized if we will but listen.

We need a new vision for this nation, one that will lead us to our 1000th birthday 800 years from now, one that will assure us of a strong sustainable land base so that we the people and all the people that follow can enjoy a dignified and quality life.

This vision can start here and now.

Here is an outline of my proposal.

Utilizing ecological inventories that were used for the basis of the forest management—or forest planning that we've been going through, and filling in voids needed for proper understanding the land, and some of the required inputs are as follows: which would included all of the Forest Service administered lands in Idaho.

The facts of the land, starting with a base map, which can be the USGS quadrangels. And with overhead graphics describing the geology, groundwater, surface water, soil, vegetation, wildlife, archaeology, mineral resources, slope analysis and so forth.

Suitability to maps can be derived from these for agricultural, grazing, forestry, recreational use, ecological benchmarks, which are most important; roading; wilderness, as per the wilderness act; and socioeconomic inputs, just to name a few.

The land use determination. Each input would be represented by overlay graphics. An interdisciplinary team, excluding politicians, special interest groups and professional foresters, would make the determination as to how the land can be used best for man's use and still be in harmony with nature. In other words, balance the ecological equation.

From the overlay inputs, a synthesis can be developed which is very easily understood and easy to communicate to the public. It is from this understanding of the land and graphic presentation that all special interest groups and individuals can reach a consensus, thus eliminating the current turmoil of this wilderness issue.

Senator **McClure**. Thank you, Mr. Meyer. The balance of your statement will be inserted in the record.

[The prepared statement of Mr. Meyer follows:]

TO: The Senate Subcommittee on Public Lands, National Parks and Forests

DATE: March 11, 1988

SUBJECT: PROPOSAL TO SETTLE THE IDAHO WILDERNESS ISSUE OR LET THE LAND SPEAK FOR ITSELF

The McClure-Andrus Idaho Forest Management Act does not resolve the wilderness issue. The land is not a political football. Idaho forest land use decisions should be removed from the political arena at this time. The land can tell us how it can be best utilized if we will but listen!

We need a new vision for this nation -- one that will lead us to our one thousandth birthday eight hundred years from now -- one that will assure us of a strong, sustainable land base so we the people and all the people that follow can enjoy a dignified and quality life.

This vision can start here and now.

Here is an outline of my proposal:

Utilizing the ecological inventories that were used for the basis for the forest plans and filling in voids needed for a proper understanding of the land, some of the required inputs are as follows which would include: All Forest Service Administered lands in Idaho.

Facts of the Land

Base Maps USGS Quaddrangles
Geology
Ground water
Soils
Vegetation
Wildlife
Archaeology
Mineral Resources
Slope Analysis

Suitability

Agriculture (grazing)
Forestry
Recreational
Ecological Benchmarks
Roading
Wilderness (per Wilderness Act)
Socio Economic

Senate Subcommittee
Page Two

Land Use Determination

Each input would be presented by overlay graphics. An interdisciplinary team (excluding politicians, special interest groups, and professional foresters) would make the determination as to how the land can be used best for man's use and still be in harmony with nature in other words balance the ecological equation.

From the overlay inputs a synthesis can be developed, which is very easy to understand and easy to communicate to the public. It is from this understanding of the land and graphic presentation that all special interest groups and individuals can reach a consensus, thus eliminating the current turmoil concerning this wilderness issue.

This system of understanding the land will result in ecologically, sound logging practices, preservation of our fisheries, wildlife habitat and ecological benchmarks, which in the future may be more valuable for balancing the ecological equation than all the dollar value those areas may have for hundreds of years.

I would like to see Senator McClure, Governor Andrus, members of the committee carry this ball with all its simplicity and purity to implementation.

Thus, future generations would look back to these days and single you out as the great patriots of the twentieth century for providing a stable land base and sustainable future.

I have used this system and it works!

Richard B Meyer
Richard B. Meyer

RBM/jn

Box 677
SUN VALLEY, IDAHO 83353

Senator McClure. Ellen Glaccum.

STATEMENT OF ELLEN GLACCUM

Ms. Glaccum. I am Ellen Glaccum, and I've lived in good old Blaine County for the past 16 years, so I've directed my written comments to those areas close to my home and which I know well. They are the Pioneers, the White Clouds, the Boulders and the Smoky Mountains. And they all were treated very unkindly in Senate Bill S. 2055.

When Cec Andrus was elected governor the first time, one of his major pledges was to protect the White Clouds. As a matter of fact, Cec wrote the forward to Margaret Fuller's popular guide to the White Clouds in the Sawtooth when he was 14 retary of the Interior.

In that forward he says: "I know it well, for I have spent many hours in its soul-satisfying confines." And, "My efforts to preserve this region while I was governor of Idaho are some of the most memorable and enjoyable accomplishments."

Is this the same man who helped draft the legislation we're discussing today?

The entire eastern section of the White Clouds is not included, even though this is critical for large animals as well as anadromous fish.

And how about the Boulders? S. 2055 suggests no wilderness protection at all. The Boulders are contiguous to the White Clouds and logically should be included with them.

And in the Smokies, there are 130,000 acres which logically ought to be protected by wilderness designation, but this bill proposes no, that's zero wilderness, in the Smokies.

I found the proposed legislation totally unsatisfactory and favor something along the lines of H.R. 1512.

I recommend to the members of the subcommittee on public lands that they closely scrutinize S. 2055. They will easily see it for the political compromise that it is.

This is not a well thought-out wilderness bill as mandated by the 1964 Wilderness Act, but the result of trade-offs by two guys who want to get the whole thing out of their hair before the next election.

I ask you if this is the legacy you wish to leave with future generations of Americans. Think about it.

Senator McClure. Thank you.

[Applause.]

Senator McClure. Is Darwin Chaffin here? Darwin Chaffin?

Thank you very much for your testimony.

We'll next hear from: Kent Laverty, Ron Ashley, Harold Miles, Michael Breen and Carol Kriz.

And following those will be: Bryan Ravenscroft, Rick Sorensen, Stuart Evett, Thomas Eschen and Maria Eschen. And I wonder if those latter folks would be ready to come forward when this group is completed.

Kent Laverty.

STATEMENT OF KENT LAVERTY

Mr. LAVERTY. Governor Andrus, Senator McClure, my name is Kent Laverty. I was born and raised in the Wood River Valley, and I appreciate both your efforts and the efforts, Senator, of your staff in coming up with this legislation.

Unfortunately, I do not support Senate Bill 2055 in its current form, and here's why:

First, many people don't see wilderness as a catalyst to economic development. But it really is. Our area in central Idaho relies on tourism for economic development. And our valley and region, as well as the rest of the state, has enjoyed recent unprecedenting gains in tourism. To the point today, tourism is Idaho's number two industry, and it continues to be Idaho's fastest growing industry.

The State of Idaho is embarking on a massive campaign to attract people into the state. They have been working recently with a publishing company which this month releases the state's first magazine, "Oh! Idaho. '

The majority of articles in the magazine deal with the pristine quality of life we all enjoy here, the free-flowing and crystal-clear rivers, the excellent hunting and fishing, and the spectacular mountain ranges that continue to fuel Idaho's economic recovery through tourist attraction. More and more people are vacationing in Idaho.

The areas of central Idaho are the key to this economic development. I'm talking about the Pioneer Mountains, the White Cloud Mountains, the Boulder Mountains and the Smoky Mountains, the areas that I'm familiar with, and a lot of the people that have spoken before me are familiar with.

Senate Bill 2055 is a great first step, but it really inadequately addresses these areas. We need wilderness, and we need to market wilderness.

For the Pioneers, the bill sets aside approximately 115,600 acres but leaves out the entire western portion of Stanhope Peak, Falls Creek, Surprise Valley and Bellis Lake. These areas are spectacular and should be included. Surprise Valley is even a RNA, Research National Area.

In the White Clouds, the bill recommends only 100,000 acres of a potentioal 450,000-acre area, the largest remaining roadless area in the Continental United States, when combined with the adjacent Boulder Mountains.

None of the majestic Boulders which you see to the north of Ketchum and to the right of Highway 75 driving north are even included. And this doesn't enhance our tourism efforts. Even the Forest Service recommended more than twice as much wilderness of this special area, about 225,000 acres.

As Bill Vanderbilt, Ketchum City Councilman said yesterday in Idaho Falls, "We can't market de facto wilderness."

Senator MCCLURE. Thank you very much. The balance of your statement will be placed in the record.

Mr. LAVERTY. Thank you.

[The prepared statement of Mr. Laverty follows:]

WILDERNESS TESTIMONY

My name is Kent Laverty and I was born and raised in the Wood River Valley. I do not support S. 2055 the Idaho Forest Management Act in its current form and this is why.

First, many people don't see wilderness as a catalyst to economic development. But, it is. Our area in central Idaho relies on tourism for economic development. And our valley and region, as well as the rest of the State, has enjoyed recent unprecendent gains in tourism, to the point today that tourism is Idaho's #2 industry, and it continues to be Idaho's fastest growing industry. There continues to be untapped potential in this industry.

The State of Idaho is embarking on a massive campaign to attract people into the State. They have been working recently with a publishing company which this month releases the State's first magazine "Oh! Idaho." The majority of articles in the magazine deal with the pristine quality of life we all enjoy here, the free flowing and crystal clear rivers, the excellent hunting and fishing, and the spectacular mountain ranges that continue to fuel Idaho's economic recovery through tourist attraction. More and more people are vacationing in Idaho.

The areas of Central Idaho are key to this economic development. I'm talking about the Pioneer Mountains, The White Cloud Mountains, the Boulder Mountains, and the Smoky Mountains, The proposed Idaho Forest Management Act inadequately addresses these areas.

For the PIONEERS, the bill sets aside approx 115,600 acres but leaves out the entire eastern portion of Stanhope Peak, Fall Creek Suprise Valley, and Bellis Lake. These areas are spectacular and should be included. Suprise Valley is even an RNA, Research Natural Area.

In the WHITE CLOUDS, The bill recommends only 100,000 acres of a potential 450,000 acre area....the largest remaining roadless area in the Continental US, when combined with the adjacent BOULDER MOUNTAINS. None of the majestic Boulders which you see to the north of Ketchum, and to the right of HWY 75 were even included. This does not enhance our tourism efforts. Even the Forest Service recommended more than twice as much wilderness for this special area, about 225,000 acres.

And there is even an established ORV corridor which bisects the White Clouds at Germania Creek. This corridor will upset the delicate ecological balance which currently exists in this area. Most of the boundaries split watersheds. This undermines the standards of Wilderness as it should exist.

Finally, in the SMOKYS, the bill creates no Wilderness, but instead creates 115,000 acres of Special Management areas. The bill mandates alternative ORV and hiker use of this area. It is written in such a way so as to prevent hiker traffic in one area, and ORV traffic in another. Then the areas switch. This is really strange, and will be a management nightmare. The Idaho Fish & Game recommended 87,000 acres of wilderness in the Smokys because of excellent fish and wildlife habitat. It supports a wolverine population, which is a biological indicator of pristine areas. The Smokys should be Wilderness.

But the bottom line is economics. Lost economics. Lost tourism. Lost dollars. ORVs are treated too well under this bill. Statistics show that out of 45,000 visitors during 1986 to the SNRA, only 500 registered as motorized vehicle use. People that go to wilderness, expect wilderness. They don't expect ORVs blazing down the trail at 125 decibals scattering wildlife every which way.

In conclusion, these remarks are aimed at the future. I grew up in these areas. I've seen my home valley grow. But we can have it all. Tourism as a prosperous industry, and wilderness. But we must preserve the best. And this bill doesn't do it.

Senator McCLURE. Ron Ashley.

STATEMENT OF RON ASHLEY

Mr. ASHLEY. Congressman, Senator, Governor, my name is Ron Ashely. I'm a third generation Idahoan. I'm one of the 100,000 off-road vehicle users. I've been using off-road vehicles for about 30 years.

I've lived in Idaho, like I say, the last 45 years. I started riding motorcycles when I was 13 years old. I've ridden motorcycles or snowmobiles in a lot of parts of Idaho. Now I ride with my wife and two children, mostly snowmobiles. On snowmobiles we ride over 1,000 miles each year. We started in 1968.

We buy American-made equipment. We buy American-made cars. We support Idaho's economy.

As far as more wilderness, I'm against it. I live here. I fish. I hunt. I ride snowmobiles. I ride ATVs. I drive a four-wheel-drive pickup.

I stayed in Idaho for my education. I have not left the state to pursue more financially rewarding economic interests. I'll be the first to admit that I forego the economic advantages to live in Idaho, with an abundance of national forest land that I can access and use.

I have been in the current wilderness on one occasion for about a two-mile horseback trip. More wilderness designation closes out and is restricted for a few people who enjoy their sports of hiking, backpacking, et cetera.

Those of us who enjoy motorized sports should not be penalized or restricted to these areas.

I would like to go on record as being against Senate Bill 2055. Thank you.

Senator McCLURE. Thank you.

Harold Miles.

STATEMENT OF HAROLD MILES, GOLDEN EAGLE AUDUBON SOCIETY

Mr. MILES. Senator, Governor and Representative Craig, I am the conservation officer of the Golden Eagle Audubon Society, and I have submitted written testimony this morning. Evidently there must be two Harold Miles or Meyers or something because I got to the table at the wrong time.

Senator McCLURE. It's all right. You're here now.

Mr. MILES. I have lived in Idaho since 1915, and I have seen the environment being steadily degraded.

Idaho now has in its pristine lakes, streams and wilderness areas what the eastern states have lost through overdevelopment. Now they wish they had retained a greater portion of it.

The Idaho's batholiths fragile soils and its low-growing tree potential are not conducive to heavy timber harvest. The proposed timber harvest exceed the annual growth that the forest area will produce as marketable timber.

The current going conditions of the southern states and the West Coast states produce marketable timber faster than the growing conditions in Idaho. Therefore, the Idaho timber industry cannot continue to economically compete with these conditions without heavy federal subsidies and special timber road construction.

Other industries such as Idaho railroad industry have to curtail their operations due to other competition, and their workers have other means of employment. These workers have not publically complained, as have the timber industry workers. They have found other employment.

A particular objection to us in this proposed legislation are the provisions to allow ORVs, trailbikes and snowmobiles to penetrate the wilderness areas. And it is naive to believe that these vehicles will stay on designated trails.

Senator McCLURE. Thank you very much for your statement. The full statement will appear in the record.

[The prepared statement of Mr. Miles follows:]

Golden Eagle Audubon Society
CHAPTER OF THE NATIONAL AUDUBON SOCIETY
P.O. BOX 8261, BOISE, ID 83707

March 11, 1988

Re: Idaho Forest Management (Wilderness)
Legislation hearings.
City Hall-Boise, Idaho

Mr. Chairman, members of the hearing committee,

My name is Harold C. Miles, 316 Fifteenth Avenue South, Nampa, Idaho 83651, and I am the Conservation Officer of the Golden Eagle Audubon Society, for which I am submitting testimony on their behalf today.

In reviewing the early history of the Northwest Territory and Idaho, there is no mention of any mining or timber industry representative, or even a member of "Idaho Women in Timber" being signatory to the treaty with Great Britain which established the boundary between Canada and the United States in 1846. In fact, owners of this vast Northwest territory from which Idaho was created were Indians, not miners or loggers.

Since the treaty with Great Britain was signed by officials of the U.S. Government and the U.S. Government also financed the Lewis & Clark Expedition, it is legally a fact that the present Federal Lands in Idaho belong to all the citizens of the United States and not present day residents and business inholders in Idaho. Therefore, any U.S. citizen and eastern member of congress has just as much right to express his opinions and promote his ideas regarding the best use and the proper use of Idaho's Federal Lands as any Idaho resident or politician.

To get to more specific issues: The Golden Eagle Audubon Society belongs to the Idaho Wildlands Defense Coalition and we adopt their recommendations as to actual and specific areas and conditions they have proposed to be included in the proposed Idaho Forest Management Legislation; which as presently drawn, we regard as woefully inadequate to adequately protect Idaho's precious natural resources, including its anadromous and resident fishery and its habitat, its world renowned big game animals and their habitat, its small animals, birds, streams and watersheds and their habitat and riparian areas.

We feel this legislation sets timber harvests in excess of what is biologicaly able to be harvested annually on a sustained yield basis. Also, it does not adequately protect the South Fork of the Salmon River drainage, which has just begun to recover from severe past damage to its valuable anadromous fishery. We very strongly object to any new forest management practice that will impair the restoration of the anadromous fishery in this river or its tributary creeks.

A wilderness area requires water as do agricultural crops, and to try to negate any Federal Water Right claims for Wilderness Areas is most certainly not in the "public interest" to say the least. We respectfully request this provision be removed from the legislation.

We strenuously object to wilderness areas being bisected by ORV & trail bike roads and trails. It is very naive to believe that these vehicle users will confine their activities to designated roads or trails. As an example, a friend told me these vehicles had virtually ruined some of his best high upland meadows by the erosion caused by these vehicle riders. In addition, I have seen ORV as well as snowmobile operators delibertly chase wild animals. And as Idaho's wildlife is a very valuable asset from many standpoints, it deserves adequate room to propagate and rear its young free from this type of disturbance. Also, erosion causes severe degradation of Idaho's precious watersheds, the water from which all Idahoans and its industries depend.

We object to any hard release language which will preclude wilderness consideration for certain wilderness candidate areas in the future.

When the fact that the timber industry has been unable to use the timber it had previously contracted for its future use and it requested to be released from its contracts, its opposition to larger and more sound ecological areas being designated as wilderness is very selfish and unreasonable.

Idaho's Batholith will not regenerate and reproduce marketable trees as fast as areas in the Southern United States or on the West Coast. The timber industry will have to make further adjustments to these competitive conditions, at least as far as the Idaho timber industry is concerned, as have other Idaho industries and their workforce; Idaho railroads are a good example of this economic readjustment. And it is suggested the timber industry workers as well as mining industry workers learn another trade as a fall back position as have other adversely affected Idaho workers who have either been furloughed or lost their jobs altogether.

The colossal waste of the timber industry, although some improved from their past wasteful practices, requires more of the cut trees be utilized than is being done at the present time. If trucks can haul large logs out of the forest, they can haul smaller and shorter logs as well as chips and ground up limbs. Thus the forest products industry should follow more closely the practices of the meat processing industry, which proccesses almost all of the animal except its bellow and squeal.

We thank the committee for the opportunity to express our views and concerns regarding this so-called Idaho Wilderness legislation, and we respectfully request our testimony be made a permanent part of the official record of this hearing. Also, as previously stated, we adopt the presosals of the Idaho Wildlands Defense Coalition as to their specific area recommendations for additional wilderness acreage in Idaho, and at this point we move that your committee take Judicial Notice of their proposals and recommendations and accept same.

Respectfully submitted,

GOLDEN EAGLE AUDUBON SOCIETY

Harold C. Miles

By: Harold C. Miles-Conservation Officer

Senator McClure. Michael Breen.

Michael Breen?

Carol Kriz.

STATEMENT OF CAROL C. KRIZ

Ms. Kriz. Senator McClure, Represenative Craig, Governor Andrus, I'm Carol Kriz. I live in Boise, Idaho.

I'm confused today. We say we're counting dividends from our outdoor treasure for the future. We expect to attract visitors, to have places of recreation for our guests and for ourselves, to have watersheds to water our crops and to provide outdoor heritage for future generations. Yet Senate Bill 2055 contradicts these expectations.

We value our elk herds, yet this proposal would not protect critical world-class elk country and prime fisheries like that of the Clearwater Drainages.

With these drainages open to logging, the elk and fish are in serious jeopardy. And when they are lost, there's a concomitant loss in recreation opportunity and industry.

The pattern is repeated in the Payette Forest with significant big game habitat open to logging, as at Caton Lake and French Creek.

This proposal legitimizes sand in the spawning beds of the recovery anadromous fish population in the South Fork of the Salmon.

I am confused when we cannot learn from the mistakes of the past.

Idaho's travel literature advertises solitude and unmarred vistas close to Boise and other populated areas. Yet we seem ready to implement by statute the Boise Forest ORV noise park, motorcross in the White Clouds and other such ventures throughout southern Idaho's roadless lands.

I am confused by the need for special management areas, for it seems to me these designations involve the Forest Practices Act, not the Wilderness Act of 1964.

I am confused about which Congressional committees ought to be involved.

And finally, I'm dismayed that we call our remaining roadless land a problem when really it's an asset that yields opportunity, opportunity for keeping clean water, maintaining adequate watersheds for farmers and preserving habitat for game, wildlife and fish.

It's an opportunity for Idaho's people to retain, not loose lose.

Senator McClure. Thank you very much.

[The prepared statement of Ms. Kriz follows:]

FOR THE HEARING RECORD

U.S. Senate Hearing
SB 2055
March 11, 1988
Boise, Idaho

Carol C. Kriz
5617 Randolph Drive
Boise, Idaho 83705
(208) 375-7747

Senator McClure and Members of the Committee,

Whenever I hear people say one thing and observe them do another I am confused.

I am confused today.

Many Idahoans say that what assures a high quality of life and also is one building block for future economic stability is Idaho's extensive (but currently little known) outdoor environment.

We, like our more urban friends in other places, have an outdoor environment close at hand just at our backdoor - parks, zoos, and countryside. But unlike our friends, our backyard also contains forests and mountains and rushing rivers.

We here in Idaho have wealth in these places...wealth that can be compounded.

It is this treasure and the related decisions about its dispensation that are the source of my confusion.

We say that we are counting on dividends from this outdoor treasure for the future. We expect to attract visitors, to have places of recreation for our guests and especially for ourselves, to have watersheds to water our crops, and to provide an outdoor heritage for future generations.

Yet the McClure/Andrus proposal contradicts these expectations.

We value our elk herds, yet this proposal would not protect critical, world class elk country like that of the Clearwater drainages of Foehles Creek, Canyon Creek, and Buck Creek. These creeks feed the Little North Fork of the Clearwater and are prime fisheries.

With these drainages open to logging, the elk and fish are in serious jeopardy; and when they are lost there is a concomitant loss in recreation opportunity and industry.

The pattern is repeated in the Payette Forest with significant big game habitat opened to logging as at Caton Lake and French Creek. This proposal legitimizes sand in the spawning beds of the recovering anadromous fish population in the South Fork of the Salmon.

I am confused when we cannot learn from mistakes of the past.

This theme with variations is found throughout this proposal: protection for essential habitat comes second to timber harvest. Ignored are the migratory routes, water and land of the very species the abundance of which attract Idahoans and visitors alike.

We say that we want elk and steelhead, but we plan to destroy their homes. I am confused about that.

Our politicians want to be viewed as thrifty guardians of the public trust, ever vigilant to avoid increased taxes to an alert electorate. And yet the government, and this proposal, condones, even mandates the cutting of timber where so doing in essence subsidizes the timber industry at taxpayer expense.

The Boise Forest in particular provides a ready example. Here, if the past practices are indicators of the future, lodgepole sales, which in actuality are mixed with Ponderosa, would be sold for the cost of the less expensive lodgepole, providing significant benefit to the industry but penalizing the Forest Service revenues.

In other places released by this proposal, the road costs for timber extraction would make logging prohibitive if the federal government did not pick up the tab.

I am confused that this type of subsidy is legitimized and other forms are discouraged by our legislators.

Idaho's travel literature advertises solitude and unmarred vistas close to Boise and other populated areas. Yet we seem ready to implement by statute the Boise Forest ORV Noise Park, Motocross in the White Clouds, and other such ventures throughout Southern Idaho roadless land.

I don't understand why contiguous areas of important back country need be broken up by ORV trails, and why the destructive impacts of ORV's like erosion, scarring, and disruption of wildlife, were not fully taken into account.

I am confused by the need for special management areas, for it seems to me these designations involve the Forest Practices Act, not the Wilderness Act of 1964. I am confused about which Congressional Committees out to be involved.

And finally I am dismayed that we call our remaining roadless land a problem when it is really an asset that yields opportunity.

...Opportunity for keeping clean water, maintaining adequate watersheds for farmers, and preserving habitat for game, wildlife, and fish.

...And opportunity to look at our treasure with new eyes, new awareness, to utilize the interest from its wise investment.

It's an opportunity for Idaho's people to retain, not lose, a quality of life we cherish.

Respectfully submitted,

Carol C. Kriz

Senator McClure. Thank you for your testimony. The next group is: Bryan Ravenscroft, Rick Sorensen, Stuart Evett, Thomas Eschen and Maria Eschen.

Following that group we will hear from: Leonard Nolt, Judy McLean, Ted Thornton, Joe Townsend and Jane Foraker-Thompson.

Bryan Ravenscroft, please.

STATEMENT OF BRYAN RAVENSCROFT, PENTA POST & TREATING CO., INC.

Mr. Ravenscroft. Gentlemen, I represent two separate logging companies in this Sawtooth National Recreational area. Because I represent two, instead of having two different people here, I respectfully request a slight increase in the normal amount of time.

Senator McClure. Unfortunately, that's not possible.

Mr. Ravenscroft. OK.

It is a tribute to our ability to log that you can't even tell we have been in the Sawtooth National Recreational area for the next—for the last 37 years. The other company has been in there for 20 years. We are very good at what we do. We are creative with recreational habitat and improving what is there.

We are one of only 25 companies that are presently in the NRA and doing this logging. Between those 25 companies, there's approximately 250 people who stand to loose their jobs. This represents $1.6-million in tax revenues. This represents $4-million in wages lost.

Basically because of this, we cannot support the bill in its present form. We will all be bankrupt.

There are two changes, however, which would make it as least tolerable to us. The first change, and I refer you to the last—or the second to the last map in my handout, involves the Hanson Lakes area.

It is basically the Forest Service Proposal Alternative B for the boundaries. Instead, your bill grossly exceeds these boundaries and includes areas which has been logged for the past 40 years. It includes miles upon miles of roads alternating with clearcuts. It includes a 40- to 50-foot deep gravel pit which came from when Highway 21 was resurfaced. It simply is not legally defensible as wilderness.

Senator McClure. Thank you very much. Of course, the entire statement will be placed in the record.

[The prepared statement of Mr. Ravenscroft follows:]

Penta Post & Treating Company, Inc.

Penta Posts
Poles
Power Saws
Pole Frame Buildings
Decorative Fencing

TUTTLE, IDAHO

Vernon Ravenscroft
President
Gordon Ravenscroft
Vice President
Allan Ravenscroft
Treasurer
Bryan Ravenscroft
Secretary

March 11, 1988

Senators McClure and Bumpers:

We are highly concerned about your wilderness expansion plans within the Sawtooth National Recreation Area (S.N.R.A.). According to the Forest Service, we are one of 25 companies obtaining timber from within the S.N.R.A. We are totally dependent upon this source of timber, as the Lodgepole pine we must have for our products grows only in the highest elevations - the very areas you're thinking of locking up.

In the S.N.R.A. the need for timber is not considered to be a reason for cutting trees. However, they can allow cutting of trees to enhance wildlife habitat, make fire breaks, fight diseases and insect infestations, enhance or create recreational opportunities for people, and firewood cutting. Accordingly, we loggers created the 22 miles of cross-country ski trails for the Galena Lodge; we've cut out powerline rights-of-way, cut firebreaks uphill from campgrounds so that if a tourist's campfire gets away, it can spread only a short distance before it reaches an opening and goes out. We've cut wildlife openings in areas which were too dense with downed trees to let any forage grow for deer and elk. Thus, we have turned jungles of blown-down trees into lush wildlife pastures. We cut out trees infected with the dwarf mistletoe parasite so that younger trees will not become infected with it. The Forest Service believes that they are allowing cutting at one-tenth the sustained yield harvest level in the S.N.R.A.

Mailing Address: • Tuttle Route • Bliss, Idaho 83314 • (208) 837-4437

In the 1850's to 1870's the pioneer miners intentionally burned most of the Sawtooth Valley's forested area to clear the land prior to their prospecting efforts. They then logged the Douglas Fir trees for mine timbers. The historic smelter at Galena in the head of Wood River intensely harvested timber stands to make charcoal for ore smelting. According to a Forest Service report written in 1941:

> "A bark beetle infestation started in the Lodgepole pine over the entire forest in 1926. Within 3 or 4 years, practically all the mature and over-mature Lodgepole pine on the forest was killed. This dead timber increased the fire hazard in the Lodgepole type tremendously. No control measures were instituted. The infestation subsided after six or seven years."

From 1934 through the depression, as many as 450 loggers were kept off relief by removing the dead trees. This combination of conditions has created the almost pure monoculture of Lodgepole pine in the valley as Lodgepole pine seeds survive fire, while other seeds are burned up. This has resulted in the even-aged Lodgepole pine forest visible in the valley today. However, Lodgepole pine is only vigorous for 80 to 100 years, then it declines. It becomes very susceptible to root rots (allows blow-downs), mistletoe parasite which causes the dead tops and, most importantly, it becomes susceptible to the mountain pine beetle. The Sawtooth Valley's forest is still beautiful at the moment, but it's an even-aged, over-mature forest rapidly declining, and the pine beetle is again becoming epidemic. The Forest Service is fighting the beetle by placing beetle sexual pheromone attractants in unused areas of the Valley. The beetles fly to the baited areas, lay their eggs in the trees there instead of around lakes and campgrounds. Then we loggers move in fast and cut the trees with eggs laid in them and haul those trees, including beetle eggs, to the sagebrush areas of Magic Valley before the eggs hatch the following July. This, of course, kills the eggs and wipes out a large portion of one generation of beetles. Without this kind of help from the loggers, the Sawtooth Valley forest will be wiped out, just as much of the Island Park area was destroyed by beetles 10 years ago. In that area, our crews once clear-cut a campground because every single tree was dead. I hope you will not force the S.N.R.A. into that level of mismanagement.

The Sawtooth National Recreation Area was created by Congress. It is working well - don't change it. Any increase in wilderness, change to park status, or prohibition of logging will backfire. It's an unnatural, man-made forest caused by miners a hundred years ago. Without intensive management with the grounds-keeping type of logging we have done in the Valley for the past 37 years its forests will decline; wildlife abundance and variety will decline; and pine beetles, disease, and forest fires will multiply. You'll lose what you're trying to protect.

The Forest Service says that in 1987 twenty-five companies purchased timber within the S.N.R.A. A partial poll of those companies shows a range of 3 to 18 employees per company, for an average of 10.2 employees per company, or a total of 255 jobs which will be directly affected or eliminated in the area between Mountain Home, Burley, and Challis. The Forest Service says that in 1987 forty-four individuals purchased and cut their own posts and poles. Also, they sold 1,100 firewood permits to individuals. Using the State of Idaho's multiplier of 3 individuals per household, the number of people directly affected by the end of tree cutting in the Sawtooth N.R.A. is 4,200. (It may be higher than this average, however, because one-half of my employees are Catholic Mexican-Americans with 7 to 10 children each and many of the other companies have a similar situation.)

The elimination of the 255 jobs, loss of timber-cutting taxes, payroll taxes, property taxes, fuel taxes, and sales taxes from the 25 companies alone reduces State and Federal tax revenues by about $1,600,000.00 per year. Wages lost come to $4,000,000.00 per year. Using the Idaho Department of Employment's multiplier for rolling these dollars over and over within their communities, the damages caused by stopping tree cutting in the S.N.R.A. ranges from 14 million per year up to 30 million per year if a multiplier suggested by the College of Southern Idaho is used. Increases in unemployment, welfare, and job re-training must also be considered. These numbers are based on current business levels during the farm depression. Business levels in the late seventies were two to three times higher.

The other side of this coin is that if you reduce logging in the Sawtooth Valley, farmers in the Magic Valley will not be able to get the posts, poles, and rough lumber they need for their farming operations at prices they can afford. The closure of this area to logging will double the log haul distance to 500 miles per round trip - a prohibitive distance at today's fuel costs. Many farmers could be forced out of business by the resultant price increase for posts, poles and lumber. Magic Valley already has one of the highest farm bankruptcy rates in the nation.

I checked with the Federal Economic Development Administration and found that of the twelve counties injured by the reduction of logging in the S.N.R.A., only one is not listed as being economically disadvantaged. That one is Blaine County - the only county which will really benefit from increased wilderness. Your wilderness proposal will rob the poor of Magic Valley and give to the already well-off of Blaine County. Robin Hood had a better idea!

Congress already acted on the S.N.R.A. - leave it alone. Or, if you must fiddle with something that is working well - do not inhibit the grounds-keeper type of logging going on there today, or everyone will be sorry. Campers, hunters, skiers and other recreationists as well as businesses catering to these recreationists need grounds-keeper type logging just as much as the companies which rely on the S.N.R.A. for raw material. Our work is enhancing the beauty and recreational aspects of the area. We helped make it what it is today.

Although we oppose any new wilderness, we have extreme objections in only two areas - the Hanson Lakes wilderness, and the Smoky Mountains special management area.

In the Hanson Lakes area the McClure-Andrus proposal has exceeded RARE II inventory boundaries in the Big Elk Meadows and Trap Creek to Thatcher Creek area. This area was not found to be eligible for wilderness under Rare II because it is honey-combed with roads about every one-fourth to one-half mile. In between these roads are dozens of clear-cut areas and five current timber sales. This area has been heavily roaded and logged for a hundred years. The wilderness boundary also includes a 40' to 50' deep gravel pit developed when Highway 21 was resurfaced a few years ago. This area is historically responsible for about half of the timber being removed from the Sawtooth National Recreation Area, and the 1987 Sawtooth Forest management plan identifies 25,000 acres of prime timber area yet to be logged. Removal of this timber base from the 25 companies dependent on S.N.R.A. timber will result in slow starvation for those companies and their approximately 255 employees. You need to follow the boundary set by the Sawtooth National Forest land and resource management plan wilderness boundary alternative "B" for the Hanson Lakes wilderness area to allow these timber companies to stay in business. We would like to see the bill amended to exclude this area so we will not have to challenge its validity in court should it pass. This area just does not qualify.

Our second area of extreme concern is in the Smoky Mountain Special Management area:

One unique transportation opportunity exists here which we don't feel should be ended. At present, there is a good road up the south fork of the Boise River; there is also an existing road up Smiley Creek from Sawtooth City in the Sawtooth Valley. Only 4 miles separate these two roads down Emma Creek. There is a Jeep trail between the two, but not a road which allows normal traffic. We support the proposal to the State Department of Transportation to build a good road through those 4 miles. This requires either an avenue through the Smoky Mountain management area or that a hundred-yard offset to the south of Emma Creek become the northwest boundary of the management area. Either option would allow the 4 miles of road to be built. This road could have the following results:

1. People going to the Sawtooth Valley from western Magic Valley, Mountain Home area, or the Treasure Valley could turn through Fairfield instead of going around through Ketchum and Hailey areas. This reduces each round trip by 85 miles for every car or truck going to the Sawtooth Valley from these areas. The fuel and travel time savings are tremendous.

2. Highway 75 through Ketchum and Hailey is grossly overcrowded. The State wants to convert it to four lanes to handle the traffic safely. However, the people in those towns are fighting such a change and the State doesn't have the money for it anyhow. This diversion of some traffic over this Emma Creek route would alleviate Highway 75's inadequacies considerably as it would divert the camp trailers, log trucks, horse trailers, and R.V.'s which are slowmoving and cause the worst congestion when they travel on Highway 75.

3. This road would enhance recreational use of the Smoky Mountains area by horseback riders, dirt bike riders, and hikers. All of these groups enjoy traveling to a point of destination, but the trip back is nowhere as much fun - it's old ground. This road allows people to head into the Smoky Mountain area and come out on the other side because one member of their group can easily drive their vehicles around and be waiting on the other side when they come out.

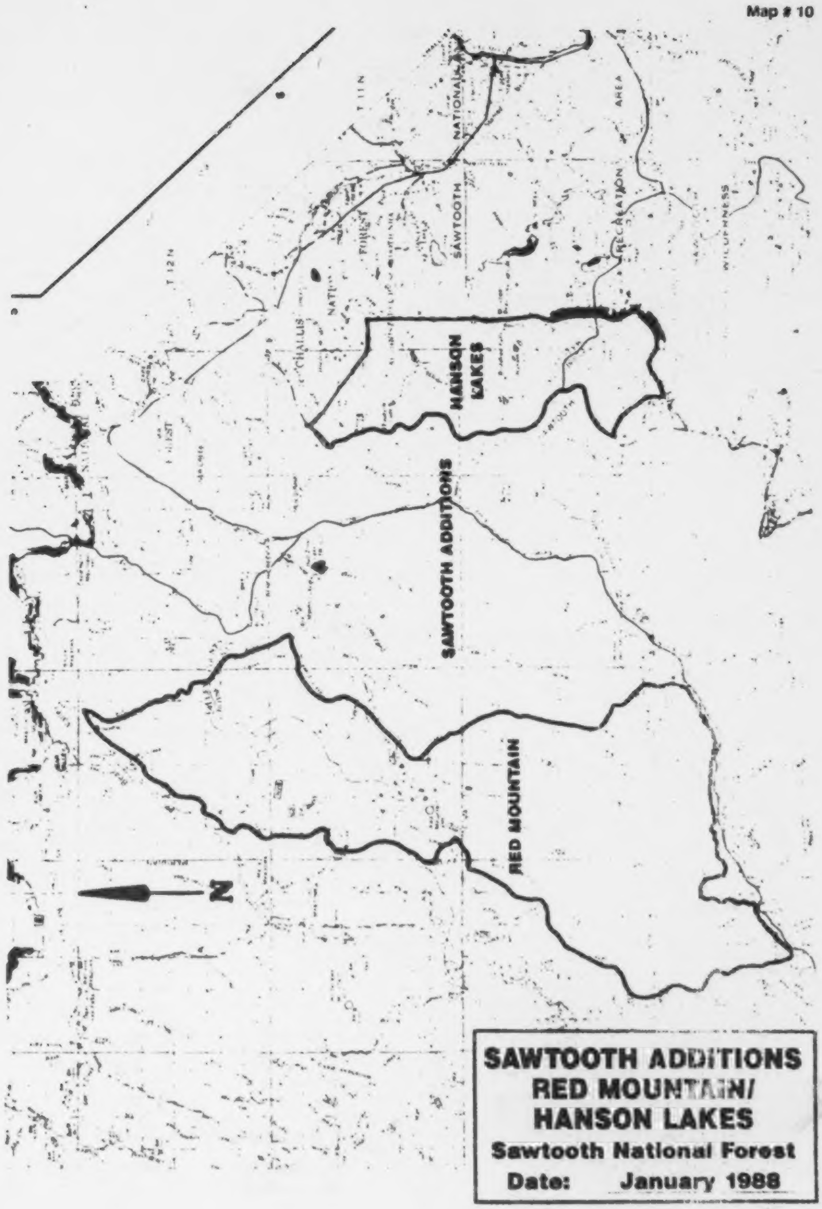
4. Having more traffic go through Fairfield instead of past it would greatly help businesses in this economically depressed town. The Camas County Civic Organization voted on and fully supports the construction of this road. Other organizations are considering this proposal, but haven't yet voted on it.

5. The fire fighters at Big Smoky fire station would have much easier access to help with fires in the Sawtooth Valley. It would reduce their travel distance by some 90 miles. It also allows them to take ground vehicles instead of helicopters in many instances.

6. We believe we have lined up enough interested parties to construct this road with private funds. We just need to make certain we can get the permission to do so. Your inclusion of a travel corridor on Emma Creek would be good common and economic sense for Southern Idaho.

Bryan Ravenscroft

Bryan Ravenscroft, Manager
Penta Post Co., Inc.
Tuttle, Idaho


Map # 10
SAWTOOTH NATIONAL
SAWTOOTH
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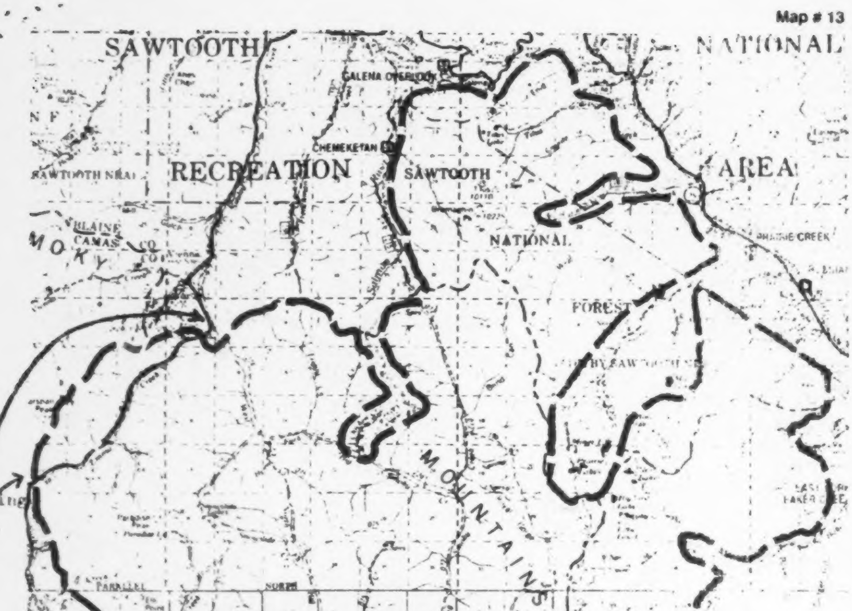
SAWTOOTH ADDITIONS
RED MOUNTAIN/
HANSON LAKES
Sawtooth National Forest
Date: January 1988

Map # 13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CHEMEKETAN
PRAIRIE CREEK
MOUNTAINS
SMOKY
Existing Roads End
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NORTH
SMOKY MOUNTAINS SPECIAL MGMT. AREA
CANYON
BIG SMOKY
BOUNDS
LITTLE SMOKY
FIVE POINTS
CAMAS
BLAINE

SMOKY MOUNTAINS SPECIAL MGMT. AREA

Sawtooth National Forest

Date: January 1988

Senator McClure. Rick Sorensen.

STATEMENT OF RICK SORENSEN

Mr. Sorensen. Thanks.

I believe that the acreage to be allowed us has been predetermined not by studies of long-term economics or environmental or aesthetic impacts, but by a study of what the absolute minimum acreage is that will be tolerated. The areas to be left for public use are then determined by what areas the industrial interests that control Idaho can best do without.

Most timber sales in Idaho below the panhandle are deficit projects. This is welfare industry which is bad enough in itself, but it destroys publically-owned, non-renewable resources in the process which is unexcusable.

Another typical welfare industry here is strip mining Idaho for tax write-offs for oil companies. Standard Oil of Indiana wrote off $396-million in taxes on Cyprus Mine and then abandoned it. The current operators are holding Custer County up for millions more through a tax scam called a prepayment.

How these welfare industries get away with this sort of thing, you might ask? It's easy. People are manipulated into knee-jerk reactions by deliberate misinformation through carefully controlled Idaho newspapers and television news which are owned or legally represented by the same people who own or represent Idaho's welfare industries, and by Idaho's elected officials whose political funding largely happens to come from the same people.

Our Congressional delegation likes to portray themselves as fiscal conservatives while actively supporting some of the most destructive, blatant pork-barrel projects going on in this country today.

One definition of democracy is "government by the consent of an informed electorate."

What we seem to have in Idaho is government by the manipulation of a deliberately misinformed electorate.

Any wilderness bill for Idaho should protect all remaining wilderness because we can't afford to pay to have even one more acre destroyed. Any such bill must also contain language specifically prohibiting tax-subsidized terminal use of public lands or resources.

Idaho has tremendous potential because of its natural resources. The bill now being considered would turn these resources into a disaster lasting generations, all at the taxpayer expense.

Thank you.

Senator McClure. Thank you.

[The prepared statement of Mr. Sorensen follows:]

Post Office Box 146 Stanley, Idaho 83278

STATEMENT RE: PROPOSED IDAHO FOREST MANAGEMENT ACT
Friday, March 11th 1988

Here we are again going through the motions of a Senate hearing to determine what becomes of our wilderness and the economic future of Idaho. I can't help feeling somewhat cynical about this process since I believe that the acreage to be allowed us has been predetermined not by studies of long term economics or environmental or aesthetic impacts, but by a study of what the absolute minimum acreage is that will be tolerated. The areas to be left for public use are then determined by what areas the industrial interests that control Idaho can best do without.

This approach to public land management is not unique to Idaho, but it is more blatant here than anywhere else I know of in the United States. As most of us here know, most timber sales in Idaho below the panhandle are deficit projects, conducted in areas that cannot regenerate. In a typical timber sale here, 80 to 90 cents of every dollar made by our timber barons comes right out of the taxpayers' pockets. This is welfare industry, which is bad enough in itself, but it destroys publicly owned non-renewable resources in the process, which is inexcusable.

Another typical welfare industry here is strip mining Idaho for the purpose of creating tax write-offs for oil companies. Cyprus Mine near my home is a perfect example. Standard Oil of Indiana was supposedly after molybdenum, a so called "strategic" mineral. The term "strategic" was used to get a strip mine into a delicate area. No matter that a single moly mine in British Columbia contains enough of the mineral to supply the entire free world for over 400 years; another mine in Alaska has at least that much more; and completely ignoring the fact that in South America, it is overburden which we now have to impose trade sanctions against because "Idaho needed Cyprus Mine."

Standard Oil of Indiana wrote off 396 million dollars in taxes on Cyprus Mine and then abandoned it. The current operators are holding Custer County up for millions more through a tax scam called a "prepayment".

How do these welfare industries get away with this sort of thing you might ask? It's easy; people are manipulated into knee-jerk reactions by deliberate misinformation. They are told they will have jobs. They are not told that their jobs will destroy any chance their children or grandchildren will have of jobs in the same area, they are just led to believe that some rich backpacker is trying to take food off their tables. They are told that to "release" land for welfare industries' terminal use is beneficial to the economy, while preserving it as it is for future generations costs them money. This is done through carefully controlled Idaho newspapers and television news which are owned or legally represented by the same people who own or represent Idaho's welfare industries, and by Idaho's elected officials, whose political funding largely happens to come from the same people.

Our Congressional delegation likes to portray themselves as fiscal conservatives while actively supporting some of the most destructive, blatant pork-barrel projects going on in this country today. Because of the deliberate misinformation public relations put out here, most taxpayers have no idea that they are getting robbed coming and going by these projects. All they see is the carrot and the stick.

One definition of democracy is "government by the consent of an informed electorate". What we seem to have in Idaho is "government by the manipulation of a deliberately misinformed electorate".

Any wilderness bill for Idaho should protect all remaining wilderness because we can't afford to pay to have even one more acre destroyed. Any such bill must also contain language specifically prohibiting tax-subsidized terminal use of public lands or resources.

Idaho has tremendous potential because of its natural resouces. The bill now being considered would turn these resources into a disaster lasting generations - all at the taxpayer's expense.

RICK SORENSEN

Senator McClure. Mr. Evett.

STATEMENT OF STUART EVETT

Mr. Evett. My name is Stu Evett. I am an average Idahoan who lives in the first district, and I am here to urge the expansion of the wilderness acreage limits in Senate Bill 2055.

I am particularly concerned by the exclusion in the present bill of the South Danskin area from wilderness classification.

This area which lies at the southern most boundary of Idaho's forested country is not, so far as I know, being eyed by either grazing or mining interests.

However, it does contain thin but significant stands of Ponderosa Pine, which the Forest Service is under increasing pressure to release for cutting.

My biologist colleagues at Boise State tell me that most of these trees are from 200 to 300 years old and were standing when Lewis and Clark came through Idaho in 1805.

They also tell me that many of these trees were established when the climate was wetter, and that this area, if logged, cannot be successfully reforested.

Releasing this watershed for multiple use then means releasing it for the creation of yet more desert of which Idaho and the world already have more than enough.

This area should be left to do what it is doing now, cleaning the air, holding the soil, providing habitat for wildlife and providing protection for the many small streams which run from this direction into the mainstem of the South Fork of the Boise; the nursing of the wild rainbow, which I, the governor and thousands of other Idahoans spend so much time and so much money trying to catch.

Not to protect these areas and the other lands proposed by the Idaho Wildlands Defense Coalition puts me in mind of what Mark Twain's Huckleberry Finn had to say about murder. "It ain't good sense. It ain't good morals."

Senator McClure. Thank you.

Thomas Eschen. Not here?

Maria Eschen.

STATEMENT OF MARIA ESCHEN

Ms. Eschen. Thank you, esteemed panel.

I am Maria Eschen. I live at 115 Provident Drive in Boise, 83706.

I have two concerns. The first is the White Clouds area designated as wilderness is too small. I note that the fragile Casino Lakes area has been left out entirely, for example.

Two, as far as I'm aware, this special management area policy has no precedent except for one special application in the State of Alaska.

What is the implication for other states? Do we want Congress telling the Forest Service in our state and others how many board feet of timber to harvest and where to lay out trails?

Will this precedent force people in other states to reopen their bills?

My Ph.D. degree is in human ecology, and I have respect for the necessity of compromising—involving compromises between human needs and environmental protection.

The process should not be hasty. I urge your careful consideration of these points before adopting this bill.

Thank you.

Senator McClure. Thank you very much.

And I appreciate the testimony.

We're going to take just a brief break now as we bring on a pinch hitter for the reporter.

[Whereupon a short recess was taken.]

Senator McClure. The next witness will be Leonard Nolt.

STATEMENT OF LEONARD NOLT

Mr. Nolt. Senator McClure, Governor Andrus, Congressman Craig, and members of the committee, my name is Leonard Nolt, and I'm from Boise, Idaho.

I've come to suggest that the number of acres designated for wilderness in Idaho through the McClure-Andrus Bill be significantly increased.

Much of the debate about wilderness is done in a way that hinders accurate communication and, therefore, obscures the truth.

Some have suggested that the term "multiple-use" cannot accurately describe wilderness. Nothing could be further from the truth. "Multiple-use" is a term much more accurately descriptive of land designated as wilderness than land reserved for resource removal or depletion. Wilderness provides a larger variety of possible uses for more people over a longer period of time than logging, or mining, or any other resource removal project.

Others have suggested that wilderness is somehow locked up, implying that its' benefits are not available for use or available only to a small select number of people. That, too, is false. Streams and rivers that flow in wilderness are not corralled there and prevented from leaving, but eventually flow out of the wilderness enhancing the quality of water in any body of water with which they flow.

Clean air that circulates through wilderness does not stop at the borders of that wilderness but goes far beyond and has a health-enhancing effect on all the people and other living creatures that use it.

Economic and business trends over the past decade or two indicate that the tourist trade, which is enhanced by the presence of wilderness, has had more consistent growth than businesses of resource removal, such as logging or mining.

I, too, am concerned about jobs and unemployment; however, if we have to choose between the two, it would seem wiser for Idaho's economic future to trade jobs in the inconsistent lumbering and mining industries for the greater economic stability and more consistent growth provided by the tourist dollar.

The less wilderness Idaho has, the more Idaho will look like most of the other states and the fewer reasons people will have to travel here. Perhaps the economic woes suffered by Idahoans in recent years would have been less severe if we had designated more land as wilderness years ago.

Senator **McClure**. Thank you very much. The balance of your statement will appear in full in the record.

[The prepared statement of Mr. Nolt follows:]

Report to the hearings on the McClure-Andrus Wilderness Bill
Friday March 11, 1988, Boise City Council Chambers, Boise, ID

I have come to suggest that the number of acres designated for wilderness in Idaho through the McClure-Andrus Bill be significantly increased.

Much of the debate about wilderness is done in a way that hinders accurate communication and therefore obscures the truth. Some have suggested that the term "multiple-use" cannot accurately describe wilderness. Nothing could be further from the truth. "Multiple-use" is a term much more accurately descriptive of land designated as wilderness than land reserved for resource removal or depletion. Wilderness provides a larger variety of possible uses for more people over a longer period of time than logging or mining or any other resource removal project.

Others have suggested that wilderness is somehow "locked-up", implying that its benefits are not available for use or available only to a small select number of people. That too is false. Streams and rivers that flow in wilderness are not corralled there and prevented from leaving, but eventually flow out of the wilderness enhancing the quality of water in any river or ocean into which they flow. Clean air that circulates through wilderness vegetation does not stop at the borders of that wilderness but goes far beyond and has a health-enhancing effect on all the people and other living creatures that use it.

Wilderness also provides us with a part of that consciousness or image of where we have come from as a nation and that awareness has a lot to do with the corporate vision that controls the direction our nation is headed. Wilderness also reminds us of what we, as a nation, have lost or are in danger of losing.

Economic and business trends over the past decade or two indicate that the tourist trade, which is improved by the presence of wilderness, has had more consistant growth than the businesses of resource removal such as logging or mining. I too am concerned about jobs. However if we have to choose between the two it would seem wiser for Idaho's economic future to trade jobs in the fickle lumbering and mining industries for the greater economic stability and more consistant growth provided by the tourist dollar. Perhaps the economic woes suffered by Idahoans in recent years would have been less severe if we had designated more land as wilderness years ago.

There also seems to be a strong taint of greed in the ambitions of many who want to wring every dollar they can out of each acre of land in this state and country. Such an attitude reflects little or no concern for future generations. If this generation of Americans cannot survive of the resources available on the vast majority of land in the United States that is not designated as wilderness how in the world are our children and our children's children going to survive of the scant resources available on that very small percentage of land designated as wilderness? Thank you.

Leonard Nolt
3016 Arthur St.
Boise, ID 83703
(208) 344-4197

Senator McCLURE. Judy McLean.

STATEMENT OF JUDY McLEAN

Ms. McLEAN. Governor Andrus, Senator McClure, members of the panel, my name is Judy McLean, and I'm from Ketchum, Idaho. Thank you for this opportunity to express my belief in wilderness.

I'm opposed to S. 2055 as I believe it is bad for Idaho, and it's bad for this country. Wilderness belongs to everyone, and it belongs to no one. Why is it we have to do anything with wilderness? Why can't we use our hearts in vision and just let it be?

Wilderness, once encroached by roads and logging, is gone forever. We, the people of Idaho, have been entrusted with these millions of acres of irreplaceable beauty to protect for future generations, hopefully to be preserved as proof of mankind's empathy with this fragile and threatened planet.

The Boulder-White Clouds, one of Idaho's most famous and primitive recreation areas, is being split to allow for ORV use in a major portion of the area. The Forest Service has documented that of the 45,000 visitor days in 1986, one percent was attributed to ORV use, motorized use; one percent. Weigh that against the economic impact from the 379 other 99 percent users: hikers and horsebackers, fish and game enthusiasts and the benefits to local communities on the edge of such showcase wilderness and ask yourself if it makes any sense to create boundaries with ORV's uppermost in mind.

I urge you to consider a better wilderness bill, a bill with a vision that the time will come when generations of Americans will witness this undisturbed, irreplaceable land of beauty, and they will marvel at the wisdom of those who preserved it. Please let wisdom and vision guide you.

Senator McCLURE. Thank you.

Ted Thornton.

STATEMENT OF TED THORNTON

Mr. THORNTON. Thank you, Senator, Governor.

I am an Idaho native, third-generation Idahoan. I've grown up in a small community about a hundred miles from here. When I was young, growing up, my father took me many times hunting and fishing. I learned very much to appreciate what God has created for us and appreciate the outdoors. When I was 12 years old, I got my first motorcycle, and I spent many years—that's 30 years ago—riding motorcycles up and down these mountains in Idaho. For the last 18 years I snowmobiled in these same areas.

I'm against this bill because I don't want my two sons to be deprived of the same privileges I have experienced. I want them to go out to enjoy the wilderness and respect it, just like I have grown to, myself. Two areas that really concern me the greatest that I have snowmobiled on in the recent years are the Trinity Mountains and also the Lionhead area. Those are two of the greatest areas that we have ever experienced snowmobiling, and I don't want that taken away. I want the record to be shown that I'm against this Senate bill.

[The prepared statement of Mr. Thornton follows:]

Ted Thornton
2155 Fairmeadow DR.
Boise, ID. 83704
H 208-376-0536
B 208-344-3582

Energy and Natural Resources Committee:

I am an Idaho native, having grown up in a small community in Southern Idaho. As a young boy growing up, I learned to appreciate the outdoors and what God has created. My father often took me hunting and fishing. It is a memory that cannot be taken away.

Now that I am grown and have a family of my own, our recreational needs have changed greatly. In the summer we enjoy trail biking into the lakes in the Trinity area and the mountains surrounding McCall and Cascade.

The winter months finds us in much the same areas, plus the Bennett Mountain area north of Glenns Ferry and Chimney Creek drainage of Soldier Mountain.

We have learned that this is a great way to relax and relieve stress by getting away from the hustle and bustle of everyday life and the stressful job. We have taken countless photographs of wildlife and beautiful scenery, with each trip more memorable than the last.

I am aware that Idaho already has more wilderness than any other of the lower 48 states. Balanced legislation should insure us of protecting our precious natural resources for hunting, fishing and any ATV use.

Please don't take away our rights by restricting travel where trails are already established. I want my two sons to grow up enjoying a sense of freedom and respect of the great outdoors so that they too can share with their families in years ahead.

ENOUGH IS ENOUGH!!!

Ted Thornton

Senator McCLURE. Thank you very much.

Joe Townsend.

STATEMENT OF JOE TOWNSEND

Mr. TOWNSEND. Governor Andrus, Senator McClure, members of the committee, I'm Joe Townsend, and I'm from Memphis, Tennessee, so I believe I have a unique viewpoint to this bill. I moved to Boise in July of 1986.

I oppose Senate Bill 2055 because it does not extend wilderness protection to enough of our national forest.

I have had the opportunity to backpack into an area of our national forest where we have extended wilderness protection. This trip was into the Frank Church River of No Return Wilderness named after one of the greatest men that our country has ever had, in my opinion.

I was not distracted by any timber cuts or off-the-road vehicles. I left this land as I found it, so that you, your children and my children may go and enjoy this national treasure.

I support the Idaho Wildlands Defense Coalition's proposal because it is a wise compromise on the use of our national forest in Idaho. Please remember that the national forest located here in Idaho belongs to the people of every state in this great union.

Idaho has been blessed with the freedom of this beautiful forest, but with this freedom comes a responsibility to care for and not exploit the clear streams, bold mountains and peaceful wilderness. This treasure must be given wilderness protection for the computer chip makers of Idaho, the car builders of Tennessee, the farmers of Washington and all those individuals who desire to escape the crowded inner cities of our nation. Thank you.

Senator McCLURE. Thank you.

Next we'll call on Jane Foraker-Thompson.

STATEMENT OF JANE FORAKER-THOMPSON

Ms. FORAKER-THOMPSON. Thank you, Senator, Governor, Representative.

I'm Jane Foraker-Thompson. I live close to Idaho City. I live in the Boise Forest.

I am opposed to Senate Bill 2055. I do not think it is a good compromise. I don't think it is a win-win solution. I teach conflict resolution. I could have helped you out, I think, on this.

At any rate, I'll hit a few highlights. The special management language, I think, is only a euphemism for hard release. I think it allows more logging and roading than the forest plans would and, therefore, it's unacceptable. Logging on the Idaho batholith of soils on government-owned land with logging paid for, the roads paid for by the taxpayers is nothing but a huge government dole.

It is not independent business. They could not operate on private capital at this rate if they owned their own land, planted their own trees, built their own roads and reseeded when they were done, as they would have to if they were private business.

This is not private business. It is 386 government subsidy, and it's not independent taxp—it's not independent businesses, the Idahoans would like us to believe.

The economy would be better served by preserving as much as possible of Idaho's natural beauty because tourism and recreation is Idaho's number two industry and someday will probably be number one.

In particular, the South Fork of the Salmon River is a key area for preservation of anadromous fish. No logging should be allowed there at all in that already-damaged area.

Senate Bill 2055 recommends 1.3-million acres out of a possible over 9-million acres that are eligible. This is not a compromise. Idaho Wildlands Defense Coalition recommends 3.9-million acres and takes into account whole ecosystems. This would be a much better bill. Thank you.

Senator **McClure**. Thank you very much.

Thank you, ladies and gentlemen, for your testimony.

Next group: Tim Breuer, Lane Shulz, John Vladimiroff, Tim Gaskell and Charles Shinn. Following those five, we'll hear from Bette Carlson, David Lister, Charles Baldridge, Bruce Bowler, and Barbara Beard.

Tim Breuer first, please.

STATEMENT OF TIM M. BREUER

Mr. **Breuer**. Thank you, Governor, Congressman, members of the panel.

I had some notes to read this afternoon, but many of the facts and figures have been discussed already, so I'd like to just talk a little bit more from the heart.

I've been a resident of the state of Idaho for roughly, oh, five years. And in that short period of time, however, I've had an opportunity to enjoy the wilds of Idaho: backpacking, hiking, rafting, and so on.

These pristine areas that are out there are a very strong draw. I came from the Midwest, and, consequently, there are not a lot of those types of areas out there; very big draw to get me to the state of Idaho. Consequently, I'm a taxpayer here rather than in the Midwest.

I oppose S. 2055 as it currently is proposed. I think it's inadequate in the amount of acreage, some of the language that's involved, the release language in special management release areas.

I also strongly am against the proposal of the South Fork of the Salmon. I think that what happened in the 1960's is a big lesson that we need to learn in logging and roading of the areas of the batholith, and the unstable soil is a very big detriment to the fish population and the stream sedimentation problem. And I think it would be a very large disaster, a potential disaster in going in there and logging that area.

I think also that many of the areas that are proposed should be looked at as complete echosystems rather than rock and ice that needs to be preserved, or a corridor of a stream. I think one needs to look at the total picture.

Wildlife needs habitat, and much of the habitat is being ignored in the current proposal. Actually, one needs to stop and think: Are wildlands strictly for the use of us individuals or also to benefit the wildlife? And it is on that grounds that I oppose the current proposal and would like to see a better compromise involved in H.R. 1512. Thank you.

Senator McClure. Thank you.

[The prepared statement of Mr. Breuer follows:]

TESTIMONY FOR THE HEARING RECORD on S.2055, The Idaho Forest Management Act before the Senate Subcommitte on Parks and Public Lands, in Boise, Idaho on March 11, 1988, by Tim M. Breuer, 307 Hot Springs, Boise ID 83712.

I wish to go on record as being opposed to the Idaho Forest Management Act S.2055 as it is currently being proposed.

I am a resident of Idaho and have come to love the serenity and escape from civilization that our roadless areas provide. This is the main reason that I reside in this great state, having moved from Colorado. It is these untouched, unspoiled ecosystems which should be preserved for future generations. Long after we are gone, these gems will remain. But, we must manage them correctly and protect the complete ecosystems whever possible from logging, mining, road building, grazing and ORV use that can and do destroy pristine areas.

We have already witnessed first hand what logging and road building can destroy. We have seen mining and ORV use scar the backcountry. Scars that still remain, even after decades, from the misuse of our public lands. As a taxpayer, I feel strongly that this abuse cease.

Specifically, I would like to point out several areas of concern:

Salmon River Breaks - Proposal allows logging on erosive batholithic soils. It threatens the S. Fork of the Salmon fishery again! (Didn't we learn anything from the mistakes of the '60's?)

Sawtooth Completion - The proposal falls short of what is needed for elk habitat protection.

Patrict Butte/French Creek - The proposal doesn't include this excellent haven for wildlife. Elk, deer, bighrons, bear, and an occasional grey wolf call this area home.

Centennials - Omitted but is an important corridor for grizzly and other animals migration from Yellowstone to the Selway-Bitterroot area.

Mallard-Larkins - S.2055 is not adequate to fully protect this area. Excellent wildlife habitat makes this an important ecosystem.

These are only several instances illustrating the inadequacy of S.2055. The proposal is a good starting point but it is quite obvious that further additions and changes are needed.

Of the 9.3 million acres of roadless forest land, the 3.9 million acres included in HR1512 is a very good compromise which I support.

Many Unitied Sates citizens do too. Please. Save our wilderness.

Thank You.

Breuer

Tim M. Breuer

Senator McClure. Lane Schulz.

STATEMENT OF LANE SCHULZ

Ms. Schulz. Thank you. My name is Lane Shulz, and I'm from Hailey in Blaine County. I appreciate this opportunity to speak to you all personally today.

I am strongly opposed to the proposed bill, S. 2055. I do support the Idaho Wildlands Defense Coalition's proposal H.R. 1512 which, I think, represents a better compromise between those who want no more wilderness and those who want all 9-million acres left wild.

By compromising and preserving just under half of our remaining unprotected wildlands, we will assure that Idaho will remain the jewel of the lower 48 states. Our foresight and wisdom will benefit future generations including our own children and grandchildren.

S. 2055 does not adequately represent the needs of central Idaho. Several areas especially concern me. The Boulder-White Clouds, I feel, have been bargained away to ORV's through low wilderness acreage and non-sensical boundaries. This is wrong to me, since ORV's accounted for, I think, only five percent of the usage in the area last year, and it's such a high-impact usage. The noise is disturbing to other quieter beings trying to share the same area. And I'm especially concerned about the effect it has on mountain goats and other wildlife.

I support the Forest Service's proposal for 225,000 wilderness acres in the Boulder-White Clouds.

The Smoky Mountains should also have a wilderness designation, their 130,000 acres suggested by the Forest Service. The special management idea just doesn't work. It leaves the Smokies vulnerable to undesirable below-cost timber sales and road building and mandatory ORV trails.

Wilderness is often argued against on economic grounds, and I would argue that tourism and recreation, as the fastest growing and second largest industry in our state, gives us great economic incentive to preserve more wilderness.

Adequate protection for the Boulder-White Clouds and Smoky Mountains is essential to preserve the clean water and the wildlife habitat that attracts tourists and sportsmen to Idaho and to our area. Thank you.

[The prepared statement of Ms. Schulz follows:]

FOR THE HEARING RECORD

Lane Schulz
Box 256A
Hailey ID 83333

I am strongly opposed to the proposed wilderness bill S.2055 I do support the Idaho Wildlands Defense Coalition's proposal, HR.1512, which represents a better compromise between those who want no more wilderness and those who want all 9M acres left wild. By compromising + preserving just under 1/2 the remaining unprotected wildlands, we will assure that Idaho will remain the jewel of the lower 48 states. Our foresight and wisdom will benefit future generations - including our own children and grandchildren

S.2055 does not adequately represent Central Idaho. Several areas concern me:
I feel that my favorite area, The Boulder/White Clouds, has been bargained away to ORV's through low wilderdess acreage and non-sensical boundaries. This is wrong to me, since ORV's account for only 5% of the usage in the area, and it's such a high-impact usage. The noise is disturbing to other quieter beings trying to share the same area, and I'm concerned about the effect it has on goats + wildlife. I support the Forest Service proposal for 225M wilderness acres in the Boulder/White Clouds.

The Smoky mountains should have a wilderness designation of 130M acres, especially including the beautiful Big Smoky Creek drainage. The "special management" idea doesn't work - it leaves the Smokys vulnerable to undesirable below cost timber sales and road building + mandatory ORV trails

Wilderness is often argued against on economic grounds, but I would argue that tourism, as the fastest growing and 2nd largest industry in our state, gives us great economic incentive to preserve more wilderness. Adequate protection for the Boulder/White Clouds and Smoky Mountains is essential to preserve the clean water and the wildlife habitat that attracts tourists and sportsmen to our area.

Thank you!

Senator McClure. Thank you.
John Vladimiroff.

STATEMENT OF JOHN S. VLADIMIROFF

Mr. Vladimiroff. Thank you, distinguished panel. I have spent a lot of time trying to figure out a way to testify in front of the sponsors of a bill after they have already stated that they will not alter the bill.

I've gladly sacrificed a day of work to drive three hours down here in the hope that there will be more flexibility than public statements indicate.

You've been inundated with statistics, so I'll spare you more assault of that nature. I'm a native Idahoan. My grandfather was a mining engineer; my father was a forester for the Bureau of Land Management. So I am sympathetic to the mining and timber industry.

However, I've lived in Oregon and Washington as well and have seen where timber harvest is profitable. The deficit timber sales have been mentioned well before, so I will just say that I'm opposed to that and pass on to something else.

The Sawtooth Completion and the White Cloud Mountains have deservedly received wide attention, and I support their inclusion. But one of my personal loves is their stepsister, Smoky Mountains to the west.

The Smokies are a veritable wildlife factory. I'm a hunter and a fisherman and, believe me, this is as close to the good old days as I've ever seen.

By the way, I'm 36 years old, and so those good old days aren't so old as it would appear. We've lost a lot of quality habitat in a very short amount of time, and I hate to see more go.

If this bill—Senate Bill 2055—fails, it is my understanding that in my part of the state—south central Idaho—the management of these lands would revert to the present forest management plans. In my opinion, those plans are far superior to this bill.

I've traveled on four continents and have seen fantastic displays of nature. Nothing has exceeded the gems that this state has in the way of wildlands. Thank you very much.

Senator McClure. Your entire statement will appear in the record.

Mr. Vladimiroff. Thank you.

[The prepared statement of Mr. Vladimiroff follows:]

For the Hearing Record

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I have gladly sacrificed a day of work and driven 3 hrs. in the hope that there is more flexibility than public statements indicate

So much to say & so little time.

You have been inundated with statistics so I will spare you more assault of that nature

I am a native Idahoan. My Grandfather a mining engineer, my father a forester. I work in health care. I am sympathetic to mining & Timber interests

However, I've also lived in Oregon & Wash. where the rainfall & soil make logging a profitable & viable business. My home in S. Central Idaho, with dry climate & arid rocky soil has an interesting way of doing
the Timber business. We, the Government, pay corporations to pay

people to build roads & cut down our trees. Deficit Timber sales they're called. Its ludicrous to open up unprofitable land and do irreparable damage to the soil, watersheds, and leave permanently scars ~~the land~~

The Sawtooth completion & WhiteCloud Mtns have deservedly received wide attention and I support their inclusion

But one of my loves is their stepsister Smoky Mtns to the west. ~~Please note the word ugly was not used as an adjective.~~

Those smoky mtns are a veritable wildlife factory! I'm a hunter and fisherman, and believe me, this is as close as it comes to the "Good old days". Bye the way, I'm 36 y.o. and Idaho has lost an incredible amount of quality wildlife habitat in my lifetime.

The Wilderness Bill of 1964 was wisely passed to help us preserve what is left. I dont see that happening with this bill.

~~In my part of the state~~, if this Bill fails it is my understanding that

in my part of the state
The management of these lands would revert to presente management plans. Those plans are for superior to this bill.

Many Idahoans resent people from out of state influencing the planning process here.

This is their land too, just as federal land in New Jersey or Penn. is my land. If we have more protected land - people will come, in even greater numbers than do presently. That is good business. But if we don't designate wilderness, we can't market it. And S.B. 2055 doesn't give us much to shout about.

I've travelled to 4 continents and have seen Fantastic displays of nature. Nothing has exceeded the wonderful Gems that are Idaho's wild lands.

Though I know that alot of painstaking time & Energy have have been spent developing S.B. 2055, it cannot match the long term pain to be inflicted to the economy, environment, wildlife, nation, and dare I say loss to the world if this antiwilderness, noncompromise bill should pass

I request that the Idaho delegation reassess their positions. and join me in supporting a true compromise bill, HB15R. In that bill we have already bargained away 60% of the available roadless lands.

Thank you for this brief opportunity to bend your ~~ear~~ collective ears.

John S. Vladimiroff
Box 3662
Ketchum, Id. 83340

Senator McCLURE. Tim Gaskell.

STATEMENT OF TIM GASKELL

Mr. GASKELL. Senator, Panel, I'm just going to forego what I brought down here with me today. This has been such an interesting afternoon listening to all the facts, figures and everybody's problems.

I've heard a lot of people say that there is not enough wilderness incorporated into this proposal, but I haven't heard anybody that has really said that what amount wilderness that's there is taking away things that some people already have in this state.

I was born and raised in Boise. I've lived here 38 years. I'm in hopes that maybe after this all ends we can cut all the highways off to Sun Valley, and then I can take the summer off from my occupation and hopefully hike all the way over there so I can see all these things.

Granted, I believe that—you know, the wilderness is beautiful, and I love this state, and I have lived here all my life. But I think some people fail to realize that you don't walk to everything in the state of Idaho.

I believe the last time I was at Redfish Lake in the campgrounds, whatever hundreds of campgrounds there are there that you can see the 398 Sawtooths from, there seems to be lots of recreational vehicles and other people that drive up there some way besides backbacking to see the Sawtooths and see the pristine. Maybe they can't stay and spend a week, or a month, or the summer, or whatever.

I enjoy hunting, and I enjoy fishing, and I enjoy boating. Like I said, I was born and raised here. I enjoy the recreation in this state. I don't feel, especially in the Red Mountain area, I personally hunt elk up in that area, and if that's all cut off to wilderness—all the trails in that area right now are open to motorbike riding; I'd hate to think that every person that rides a motorized vehicle should be condemned because of maybe what happens with a few people.

So basically that's all I have to say. Everybody keeps complaining that they're not getting enough. What about the people that are getting what they have taken away from them? Thank you.

[Applause.]

[The prepared statement of Mr. Gaskell follows:]

United States Senator James McClure

Regarding: S. 2055, Idaho Forest Management Act of 1988

Dear Senator McClure:

I am a second generation native Idahoan. I have lived in Idaho for 38 years. I have hunted since I was 12 years old, ridden motorcycles since I was 17, and started snowmobiling fourteen years ago. I now ride both with my thirteen year old son and get many hours of enjoyment every year. I stayed in Idaho during the years I went to college and because of my desire to use the national forest lands and recreation available in Idaho have elected to stay here and not pursue more financially economic interests elsewhere. My family and I hunt, fish, boat, and enjoy camping very much and spend a great deal of our income solely for this purpose. As for more "wilderness", I am against it, especially the Red Mountain area because I hunt there and all the trails there have always been open to ride motorized vehicles.

I don't own horses and don't live where I could keep them anyway, more "wilderness" would force me out of my hunting as I grew up with it and as I know it today.

I don't feel that those of us who use motorized vehicles appropriately should be penalized or restricted from using even more yet of our states resources.

I would like to go on record as being opposed to the passage of Senate Bill # 2055.

Thank You

Tim Gaskell
5244 Bainbridge Dr.
Boise, Idaho 83703

Senator McClure. Thank you.

Charles Shinn.

[No response.]

Senator McClure. Is Charles Shinn here?

[No response.]

Senator McClure. Thank you very much for your testimony.

Bette Carlson, David Lister, Charles Baldridge, Bruce Bowler and Barbara Beard please take the seats at the table.

And the next group will be Duane Parkinson, Jim Smith, Brad Purdy, Vern Ravenscroft, Lou Murgoitio.

Bette Carlson.

STATEMENT OF BETTE CARLSON

Ms. Carlson. Thank you, Senator.

My name is Bette Carlson. I live in Boise. I would like to thank the members of this committee for finally allowing Idahoans the opportunity to comment on the McClure-Andrus Forest Management Act after months of negotiation, I feel, behind closed doors.

The major reason I'm here today is to protect what is left of Idaho's wildlands. I oppose this bill from a spiritual, ecological and economic perspective. As an Idaho citizen, I do not want the natural resources of irreplaceable watersheds and critical salmon and elk habitat, which provide long-term economic gains, held ransom to short-term profiteering at taxpayer expense.

Only one-eighth of the 1.4-million, or 1.4-million acres of Idaho's 9.3-million of unprotected roadless lands are included in this bill. I do not see this as a compromise, but an ill-advised giveaway.

I think we would be better off to have no wilderness bill at all. The reason why is because the boundaries in here seem to be arbitrary. And it omits critical areas for quality fishing, hunting and hiking.

Another questionable feature embodied in this bill is the use of special management or special provisions for wildlands. This seems to translate to destruction of these wildlands.

This language in this bill is really dangerous because it will make law out of portions of forest plans that are under appeal. This would effectively deny my right as a citizen to the legal opportunity provided by Congress through the National Forestry Management Act to improve the forest plans.

While I'm concerned about areas all over the state, my real concern is with areas I consider to be in my backyard: the South Fork of the Salmon—These areas need to be considered in their entirety: Caton Lake, French Creek, Patrick Butte, Rapid River, Salmon River Breaks, Tenmile West, Black Warrior, Red Mountain and the Trinities.

Senator McClure. Thank you very much.

[The prepared statement of Ms. Carlson follows:]

Testimony provided for field hearings on the Idaho Forest Management Act S 2055

by Bette Carlson
2815 Woody Drive
Boise, Idaho 83703

March 11, 1988

My name is Bette Carlson and I live in Boise. I would like to thank the members of the committee for finally allowing Idahoans the opportunity to comment on the McClure/Andrus Idaho Forest Management Act after months of negoiation behind closed doors.

This bill is not in the best interest of Idahoans and should be defeated.

The major reason I am here today is to protect the wild places that still exist in Idaho that have so often humbled me and nourished my soul. I not only oppose this bill from a spiritual perspective but also an ecomonic and ecological one. As an Idaho Citizen I do not want the natural resources of irreplacable watersheds and critical **salmon and elk habitat**, which provide long term economic gains, held ransom to short term profiteering at taxpayer expense.

Only one-eighth or 1.4 million acres of Idaho's 9.3 million of unprotected roadless lands are included in this bill. This is not a compromise but an illadvsied giveaway designed to put a feather in some politician's cap. Idaho would be better off with no wilderness bill.

Why would we be better off ? Because basically the boundaries of the areas included are arbitrary and omit areas that are key to quality fishing, hunting and hiking.

Another questionable feature of this bill is the reference to areas as special management or special provisions for certain wildlands included in the bill. As far as I can tell this really translates into extensive logging providing low cost timber sales

and total lack of consideration for anyone but the ORV folks in using these lands. This language in the bill is really dangerous because it will make law out of portions of forest plans that are under appeal. This would effectively deny my right as a citizen the legal opportunity provided by Congress through the National Forestry Management Act to improve the forest plans.

While I am concerned about the areas all over the state that were excluded from protection my primary interest is in those areas that I consider to be my backyard. These following areas should be protected as wilderness in their entirety.

South Fork of the Salmon

Caton Lake

French Creek/Patrick Butte

Rapid River

Salmon River Breaks

Tenmile West/Black Warrior

Red Mountain - I am especially concerned with the proposal for this area. The bill opens this area up to ORVs. The Boise Forest already has one of the highest proportions of total trail miles open to off-road vehicles in Idaho, over three-fourths by forest service figures.

Trinities, including the Sheep Creek area. ORV use again seems to be the reason why all of the Sheep Creek area was not included. As a backcountry user I demand a balance so that I can use these lands also and not be disturbed by ORVs.

Hanson Lakes

Snowbank's west slopes

Lime Creek

Finally if Congress wants to act on a wilderness bill I suggest they consider the Kostmeyer bill which more acurately addresses the desires of all Idahoans.

Senator McCLURE. David Lister.

[No response.]

Senator McCLURE. Charles Baldridge.

STATEMENT OF CHARLES BALDRIDGE

Mr. BALDRIDGE. Senator, Committee, I'm a little disappointed not to see more bodies on that stage from the committee. There's been a lot of things dispensed here today, a lot of wisdom. The people are very knowledgeable about these areas.

But I'd like to remind the committee, the entire committee, that they're charged with the responsibility of keeping intact the 1964 Wilderness Bill.

Now, this bill, as presented here today, makes no attempt to preserve. And the preamble of this bill, if properly preserved, contributed an enduring resource of wilderness for the benefit of the American people.

I don't have much confidence, since the state of Idaho has duly elected to pick and choose. I hear remarks here today: "Idaho for Idaho." I disagree with that. I was born and raised in another part of the country. I've traveled all over North America, hunted every big game species there is. I got sheep in the record book. I have traveled a lot of places and a lot of tough land, and I see nothing better than here. You can't beat it.

And I'm not what you'd call a preservationist, but we've got a resource here that Congress has seen the wisdom to create a Wilderness Act, and I think they'd better stick to it. Now, this bill simply chips away at every existing thing we've got.

Now, I don't own a lumber mill. I don't have a gold mine. I don't have gold stocks. I walk. I run marathons—I'm 65 years old; I run four a year. I stay in shape. That's what this country is all about.

Now, I'm begging the committee to preserve what they're entrusted to.

[Applause.]

Senator McCLURE. Thank you.

Bruce Bowler.

[No response.]

Senator McCLURE. Barbara Beard.

[No response.]

Senator McCLURE. Thank you.

The next group will be Duane Parkinson, Jim Smith, Brad Purdy, Vern Ravenscroft and Lou Murgoitio—Did I do better this time?

Mr. MURGOITIO. You bet. Super.

Senator McCLURE. Duane Parkinson.

[No response.]

Senator McCLURE. We'll follow this group with Rick Anderson, Ronald Kerr, Patricia Klahr, Tom Blanchard, Tim Lillebo.

Senator McCLURE. Duane Parkinson.

[No response.]

Senator McCLURE. Jim Smith.

STATEMENT OF JAMES V. SMITH

Mr. SMITH. I commend you gentlemen for your unbiased effort.

Ladies and gentlemen, my name is Jim Smith, and I live in Lake Fork, Idaho.

I am speaking for myself, most of my friends in Idaho and many of my friends throughout the United States. Therefore, we, these people, do not want to be categorized as the public, referred by other organizations—for an example, the Sierra Club, Idaho Wilderness Council, Sportsman Coalition—as wanting more wilderness within the state of Idaho or any other state except by their choosing. Therefore, we respectfully demand that the following be addressed and clarified:

Number 1, impact and over-sight hearings on previous wilderness;

Number 2, impact and over-sight hearings on previous Indian treaties and seeded lands;

Number 3, the 1872 mining laws;.

Number 4, the original purpose, responsibility, authority and accountability of the USDA, Forest Service, BLM, and so forth;.

Number 5, the Constitution of the United States of America.

A strange situation exists here in the state of Idaho. Although the calendar says we're going to be 100 years old, I submit that we are but 50 years old in comparison with some other states.

We can do productive labor only six months of the year. So where does that leave Alaska?

We have people alive today that remember the times before we became a state. We need to document their memories before they leave us. If not, we will be doomed by the college-educated assumptions.

So let's go back and find that fork in the road that got us into this mess that we're in today; not just here, but federally. It can be done.

Senator McCLURE. Thank you very much.

Brad Purdy.

[No response.]

Senator McCLURE. Mr. Purdy.

[No response.]

Senator McCLURE. I don't see Vern Ravenscroft, but I think I recognize Helen Chenoweth.

STATEMENT OF HELEN CHENOWETH

Ms. CHENOWETH. Senator McClure, Congressman Craig, I am not going to be delivering a prepared statement today for two reasons: that Sheriff Harold Lee of Camas County asked me to deliver some thoughts on his behalf, and then also Mr. Ravenscroft.

I have delivered to you two letters from Camas County; one directed to you, Senator McClure, and all of the Congress delegation as well as Governor Andrus, from the Camas Civic Organization.

Those individuals in Camas County are opposed to the Senate Bill. They are concerned about the economic impact in their county and, as you know, their county is depressed economically.

I have also presented to you a letter to Sheriff Harold Lee from a Lane Jolliffe outlining a very heroic rescue that occurred with some snowmobilers and commending the Sheriff on his staff's rescue efforts.

The Sheriff's concern is that these rescue efforts must be able to continue. When the wilderness permits no motorized intrusion except helicopters for lifesaving purposes and Camas County has no such equipment, Sheriff Lee wants to be on record with you gentlemen, that you must know that he will go into the wilderness area, or any other special-use areas, if it's necessary for lifesaving or rescue purposes with whatever equipment he judges is necessary. Camas County, he says, has to patrol the lands within his county, and they feel that they may be required to do more of this because of the wilderness designations and the special management designations.

The Sheriff's question to you, Senator, is how will the new designations affect the PILT funding payment in lieu of taxes funding.

On behalf of Consulting Associates and Mr. Ravenscroft, with what's time that is left, I would like to ask you, sir, about some questions in the drafting of the bill. On page 1, line 8 it indicates that certain undeveloped national forest lands will be possessed, outstanding natural characteristics. But then later on in the bill we find that these undeveloped lands are lands that contain ranches and gravel pits and logging.

I will submit, or Mr. Ravenscroft will submit, further comment.

Senator McCLURE. Thank you. The two letters that you have submitted will be also made a part of the record.

Ms. CHENOWETH. Thank you.

Senator McCLURE. Thank you.

[The letters follow:]

February 17, 1988

Sheriff Harold P. Lee
P.O. Box 216
Fairfield, Idaho 83327

Dear Sheriff Lee:

On Sunday, February 14, 1988, during a snowmobile outing in Camas County, one of the members of our group was critically injured.

Those of us who witnessed the accident and were first on the scene immediately knew we had a life threatening situation. We responded by sending for help in several directions, knowing that this may be Roger's only chance for survival.

Although he was not the first officer in the area, Deputy Sheriff Ron Geer was the first outside help to reach the accident site. He immediately responded to the situation with the equipment he had available and in the utmost professional manner. Deputy Geer provided not only a calming effect on the total situation, he spent more than an hour in the snow without gloves at the head of our injured friend, administering assistance.

One of the doctors who operated on Roger said he had only witnessed 4 injuries of this type in the last 15 years and he was the only one who survived getting to the hospital.

Deputy Geer surely gained the respect and admiration of all of us involved and should be commended for his efforts. Camas County is indeed fortunate to have been so well represented by this individual.

I know that Roger Garidel, his wife Echo, and all the rest of us would like to thank and recognize Deputy Geer for his efforts.

Sincerely,

Lane Jolliffe

LJ:mni

cc: Allen Bauscher, Chairman
Camas County Commissioners

Marv Patten - Boise
Randy & Sue Colbury - Middleton
Pat & Marilyn Brubaker
Jim Bertman - Boise
John Wright Ontario OR.
Pamela Callahan

Camas Civic Organization
Box 337
Fairfield, Idaho 83327

March 8th, 1988

Senators McClure and Symms, Congressmen Craig and Stallings, and Governor Andrus

The Camas Civic Organization is composed of residents of Camas County who are concerned about the economic well being of our community. Since we are the closest community to portions of the areas involved in the current wilderness proposal, we thought it appropriate to comment on the proposals.

From the information we have obtained, the Lime Creek area and the Smoky Mountain area would be the two proposals which could affect us the most. We understand both are to be managed as Special Management Areas, a term that is not familiar. We understand, however the management of these areas will be similar to wilderness management with some exceptions.

The Smoky Mountain area is of concern due to a proposal to construct a road from the South Fork of the Boise River Drainage to the Sawtooth Valley. We are informed approximately 4 miles of new road construction would be necessary, with improvements needed also to existing roads. There is no question, in view of the terrain involved this is no small project, however, the savings in terms of miles between western Idaho communities and the Sawtooth Valley is truly significant. We, of course are interested because of the economic impact such a development will have on our community. Tourism is the economic area we feel offers our depressed economy the best hope for growth. We have already emphasised tourism in our studies and actions with some very good results. The openning of a new travel corridor though our scenic mountains can do nothing but add to our potential as well as the potential of the State. Because of this concern, we urge you to pay special attention in the final drafting of the proposals, to consider this important proposal.

We are also opposed to any action which will remove potential resourses from development. We understand the special management areas will limit both mining and lumber activities. Both of those industries openned up the Smoky mountain area in the first place and should not excluded in the future.

The Lime creek area presents a unique opportunity for winter activities. Presently many local people and a few others find the area one of the best and most accessible off trail snowmachine areas available. There is great potential for future development of this area for this purpose. Again our main concern is tourism and developing any resouce that could aid in encouraging people to come to our area and enjoy its amenities. We understand such development could be stopped under the current proposal.

In conclusion, and perhaps, most importantly is the concern we have heard expressed that your current proposal does not take into consideration, the Land and Resource Management Plan for the Sawtooth National Forest. As we hope you know that plan was based on lengthy, detailed and comprehensive studies of not only the Sawtooth Forest but the surrounding areas impacted by the Forest Service management of the Sawtooth Forest. While there may be provisions of that plan we disagree with, we respect the process followed and as taxpayers the expense involved with such a project. To now, not consider the tremondeous effort that went into that plan is not only foolish financially, but we feel politically as well. It seems to us that plan has already taken into consideration the interests of all involved and has addressed those concerns and now should be followed. Otherwise, new studies will be needed to now address the new management concerns, with a resulting expense and loss of time.

We appreciate a great deal the need to get the wilderness issue behind us and proceed on to what we should be doing which is developing what we have in a responsible manner. We thank you for your efforts and recognise the difficult decisions you must make. We do hope you can consider our thoughts as you finalize the current wilderness proposal.

Sincerely Yours,

Rueben Miller

Rueben Miller
Vice-President
Camas Civic Organization

The Camas County civic organizations also are wondering why special use designations are permitting certain motorized vehicles on designated roads or trails in the summertime but makes no provision for snowmobiles or recreational vehicles.

Senator McClure. Lou Murgoitio.

STATEMENT OF LOU MURGOITIO, ADA SOIL CONSERVATION DISTRICT

Mr. Murgoitio. Most Honorable Senator James McClure and Most Honorable Congressman Larry Craig and public officials, thank you for the opportunity to present testimony.

My name is Lou Murgoitio. I'm with the Ada Soil Conservation District. I have handed out to you written testimony regarding snow survey data collections.

First, we support the designation of the wilderness regions providing that access is allowed to measure snowpack data and provide continued operation and maintenance of snow sites and equipment.

Idaho mountain areas serve as the headwaters for a large majority of the state's water supply, and measurement of the snowpack is critical.

We are deeply concerned if the wilderness bill could dramatically affect up to 14 of the USDA Soil Conservation Service snow survey measuring sites.

Two types of snow measuring types are: snow courses which are measured manually and SNOTEL sites which are measured automatically and contain snow pillars, gauges, temperatures and other sensors. Both types of snow measuring sites require access by helicopter, snow machine, skis, all-terrain vehicles or truck to actually measure snowpack on a provided maintenance year-round.

Data gathered from these sites is necessary for the water supply forecasts and support a wide area of interest such as irrigation, fish and wildlife management, hydropower, municipal water supply, navigation, water control and recreation. If reasonable access and continued operation is not provided in this Bill 2055, our ability to collect data and forecast stream flows could be significantly impaired.

In the document handed out to you, we provide suggested wording to be incorporated into this bill to allow the necessary access to these areas to maintain crucial data and to provide effective water resource management for the state of Idaho and this region.

Also, SCS is actively pursuing several alternatives to minimize the impact of the snow sites within these wilderness and special management areas. They are:

Continued efforts to relocate sites when alternative locations are available;

In-depth review of the actual need for each site;.

For sites which need to be retained in the area, SCS is investigating development of our automated SNOTEL sites with reduced visual impact. SCS is eager to work with land administrators to establish reasonable access with a minimum amount of impact within restricted areas. Thank you.

Senator McClure. Thank you very much.

[The prepared statement of Mr. Murgoitio follows:]

EFFECTS OF WILDERNESS AND SPECIAL MANAGEMENT AREAS ON SNOW SURVEY DATA COLLECTION
Proposed in Senate Bill 2055

given by
Lou Murgoitio, Ada Soil Conservation District
(information provided by the Soil Conservation Service)

BACKGROUND:

Water is a critical element in almost all aspects of western life. Droughts, floods, contested water rights — these are all familiar to most water managers in the West. Idaho's mountainous areas serve as the headwaters for a large majority of the state's water supply. In addition, the state contains the headwaters of several major river systems which play an important role in the management of the Columbia River system. With over 70% of the region's water supply originating as high mountain snowpack, the need for timely and accurate hydrometeorological data is paramount to effective water resource management. These data and water supply forecasts support a wide spectrum of interests, ranging from hydropower, irrigation, municipal water supply, fish and wildlife management, recreation, navigation, and water quality.

PROBLEM:

On February 16, 1988, Senator McClure introduced Senate Bill Number 2055 to designate certain national forest lands in the State of Idaho for inclusion in the National Wilderness Preservation System, and to prescribe certain management formulas on other national forest lands.

This bill may affect up to 14 USDA Soil Conservation Service snow survey measuring sites within the designated areas. Some of these sites have continuous records dating back to the 1930's. They are situated in headwaters and at elevations and aspects that facilitate water supply forecasting on a particular stream. The location and criteria meet very specific hydrologic requirements for areal and elevational distribution. Opportunities to relocate or eliminate sites without serious adverse effects on forecasts are often very limited.

Snow courses are sites which are read manually several times during the winter. The fully automated SNOTEL sites have snow pillows, precipitation gages, temperature and other sensors. These sites report daily. Both manual and automated sites need to be serviced in the summer and maintained year round. SNOTEL sites may require emergency maintenance during any period. Depending on the site's location and the prerogatives of the land manager, access may be by helicopter, snow machine, skis, all terrain vehicle, or truck. The electronic equipment and replacement components needed for maintaining SNOTEL sites usually require vehicle or helicopter access. The mode of access may be different in winter than in summer.

Proposed administrative policies pertaining to these limited use areas may require the removal of SNOTEL sites, or access to sites and snow courses so that viable operations are impossible.

If reasonable access and continued operation of these data sites is not provided for in the legislation, our ability to collect data and forecast streamflow could be significantly impaired.

PROPOSAL:

When newly legislated special management areas include data sites, provisions for reasonable access and continued operation should be included. We propose that the following wording or similar wording be added or incorporated into Title III - "Miscellaneous Provisions" of this bill.

Facilities for the collection of hydrometeorological data, including snow survey information, on lands designated as wilderness and special management areas in this Act or any other Act where established prior to the act or which may be necessary in the future to adequately monitor the water supply in these areas shall continue. Furthermore, the Secretary is directed to allow Federal and State agencies to utilize helicopter access where necessary and motorized vehicle and over snow machine access on existing roads as defined in Section 309a of this Act for the purpose of operating and maintaining such facilities. Such facilities shall be operated and maintained in a manner consistent with the protection of the area in which they are located.

The SCS is actively pursuing several other alternatives to minimize the impact of data sites within Wilderness and other special management areas. These alternatives are:

-Continued efforts to relocate wilderness area sites when alternative locations are available that will provide the necessary data. Relocations require a reasonable lead time for correlation of the existing and relocated site.

-Rigorous review of the need for each data site. Snow courses that are no longer required after the establishment of a SNOTEL site are being discontinued. Any redundancy in SNOTEL sites will be eliminated.

-For sites that need to remain in the area, SCS is investigating development of a SNOTEL site with reduced visual impact for use in sensitive areas. SCS is eager to work with land administrators to establish reasonable, but minimum-impact access to sites within restricted areas.

Senator McClure. Thank you for your testimony.

We'll next hear from Rick Anderson, Ronald Kerr, Patricia Klahr, Tom Blanchard and Tim Lillebo.

Following that group will be Terri Carlock, Dave Simmonds, Doug Gardener, Jack Streeter and John Caccia.

Rick Anderson.

STATEMENT OF RICK ANDERSON

Mr. Anderson. I'm Rick Anderson. I'm not used to testifying, but this is a highly-emotional issue for me, so I think that I would like to be heard, at least in a simple way.

God must have liked wilderness because he made the entire planet of it. At the time of Christ, nearly all the earth remained in its natural state. Even as late as the founding of our nation, 90 percent of the earth's surface consisted of what we might call today wilderness.

Times have changed. In the last hundred years more of the earth's inhabited areas has gone through an unbelievable alteration. And so I find myself here today arguing the wisdom of preserving a few remaining scraps of that vast and untouched area.

All right. I say that the future generations will applaud us for setting aside as much as possible the remaining wilderness areas in Idaho.

Idahoans are used to a wild state. We've had a wild state up until the present. It's one of the wildest states in the lower 48's. All we're going to do is to find ourselves with less 417 wilderness than we had before, less and less. We're changing our state; we're making it resemble other states that are without wilderness, or other states that have less wilderness, all of them envying us for what we have here.

All the land possible, I think, should be preserved as wilderness; all the area around Lime Creek, which I've fished. A significant portion of the Lemhis. All of the wild White Clouds should be preserved.

The only halfway reasonable wilderness bill, to my mind, is the one already waiting for consideration which sets aside a respectable 3.9-million acres.

I know there is a little timber out there, but if the lumber companies expect you to make long-range livings off this, I think they had better take a second look.

I ask that either the bill be greatly altered to include many, many more acres of Idaho, or drop completely from any further serious considerations.

[Applause.]

Senator McClure. Thank you.

Ronald Kerr.

STATEMENT OF RONALD KERR

Mr. Kerr. My name is Ronald Kerr. I'm speaking for my wife, an Idaho native, and myself, an Idaho resident for 30 years.

We compliment you, Senator, Governor Andrus and your representatives, Congressman Craig and distinguished panel, for the opportunity to come before you.

Often it is brought out, that one factor in considering whether roadless land should be classified as wilderness, is whether man has access to the land for development, logging, mining, et cetera, and/or motorized vehicle recreation.

Actually, this is one of the less important reasons; the most important is that wilderness should be saved because it is wild, where fish and wildlife, vegetation, watersheds, majestic mountains and valleys simply exist in that state. Man is only a temporary visitor.

We believe that we must have the foresight to save some of the most precious roadless wildlife left in the world. Although my wife and I visited some of these areas, we haven't been to that many. But please reserve the right for us and the future generations to know that the land and the wildlife will stay there, will be there in this wild state.

We belong to and support the World Wildlife Fund, for example, but unlikely will ever see a jaguar, a tiger or a lion.

We also belong to Green Peace, although we may never see a dolphin or whale in its wild state, but support their efforts.

Similarly, we support the compromised proposal of Idaho Wildlands Defense Coalition because we hope to see these lands and their fish and wildlife left wild for their own sake and for a heritage for future generations to enjoy in its natural state, even though we may never get to them all.

We must oppose Senate Bill 2055 as being completely inadequate at this time, but the bill can be improved by expanding to consider those areas in the White Clouds, Boulders, Pioneers, French Creek and the rest of the Payette Completion, the Red Mountain and Trinity areas, the Mallard-Larkins, adding the North Lemhis. And I stress that I—I really think all those areas you designated as special management areas should be wilderness.

And remember, all the people of Idaho and the United States own these lands. The U.S. economy in Idaho will prosper, not suffer, with an extended expansion of your proposed bill. Thank you very much.

Senator McClure. Thank you.

Patricia Klahr.

[No response.]

Senator McClure. Tom Blanchard.

[No response.]

Senator McClure. Tim Lillebo.

STATEMENT OF TIM LILLEBO

Mr. Lillebo. The fellow before me spoke of those people, that it's a national resource. And I am not a native Idahoan, as I think every single person that has been here so far today, or at least they've all moved here.

I am one of those other Americans that lives outside of Idaho, but I am a native of Oregon. I live in Prairie City in the Blue Mountains there. And I have many favorite areas, wilderness proposals, here in Idaho.

Most of them are excellent hunting areas, so I'm not going to tell you where they are.

[Laughter.]

However, I'm going to tell you that hunting, which I haven't heard a lot about today, but it is—I've heard some outfitters. It's a very poor renewable resource. In fact, I think it's one of the most important ones to Idaho and the Northwest.

We do have to remember, however, that hunting depends on quality habitat for the wildlife. And I believe Idaho has some damn nice quality habitat right now, and I'm really worried that if development continues, that there may not be enough to sustain a really viable excellent hunting recreation and tourism industry.

What I've seen is that Idaho may be heading towards the future that Oregon now faces, the present condition in Oregon. Oregon is much more roaded, much more developed than Idaho is. We have about 2-million acres of roadless land left that's not already designated wilderness; you have about nine and a half.

Years ago Oregon had a month-long hunting season, as does many parts of Idaho today. Now, last year, before—We have about a week, and that's it; just a little week or over, depending on where you are, to hunt deer and elk. And that's a significant decline.

Wildlife biologists in Oregon have said that habitat losses from logging and the excessive roading that's occurred from the logging are some of the major reasons for our lost hunting opportunities.

I just think that Idaho has a chance to protect its roadless lands now—right now—and continue to have long and productive hunting seasons.

You may say road closures work; I live in an area where I'm surrounded by Forest Service road closures. They simply do not do the job. In fact, in the last 15 years we've had shorter and shorter seasons, and we've had limited entry hunting.

I would really hope that you consider the nonresidents in the hunting issue as being an important one to the future of Idaho and you protect as much of the wildlife as wilderness, or keep it wild in some form or another. Thank you.

Senator McClure. Thank you.

We'll now hear from Terri Carlock, David Simmonds, Doug Gardner, Jack Streeter, John Caccia.

Mr. Streeter. I'm Jack Streeter.

Senator McClure. You're about fourth.

Mr. Streeter. Oh, all right. You looked at me. I thought you wanted something.

Senator McClure. Terri Carlock.

STATEMENT OF TERRI CARLOCK

Ms. Carlock. My name is Terri Carlock. I reside at 1385 Claire, Meridian, Idaho. I represent myself, family and many friends who have been intimidated by these proceedings.

I believe forest management that's essential for the natural beauty of Idaho can be enjoyed now and in the future. Additional wilderness would eliminate the opportunity to enjoy these lands for many families with young children, elderly or handicapped.

There is sufficient wilderness now so avid backpackers can pack their gear many miles to enjoy a beautiful lake, river, snowcapped ridge, or meadow.

BEST AVAILABLE COPY

The remaining forest land needs to be available to the remaining average citizens and tourists to enjoy these very same experiences. These lands are enjoyed for fishing, hunting, camping, backpacking, snowmobiling and off-road uses.

The proposed wilderness would eliminate this privilege for many. Multiple-use management is essential for the continued use, not abuse, of our public lands for our citizens to enjoy now and in the future.

Many acres of our wilderness areas are destroyed each year by fire. This type of nonmanagement makes the land unattractive for use for many years. Land under proper multiple-use management can be utilized now and in the future by all. Fire prevention is essential for this continued use.

The proposed wilderness of the Trinities and the Snowbanks will deprive citizens of their continued use of these areas and limit tourism. This will harm, if not destroy, the small recreation communities in these areas. The current multiple use of these areas has worked very satisfactorily to all citizens and tourists through these areas.

The Trinities is popular for backpacking, fishing, camping, hunting, snowmobiling and trailbiking. There are areas with marked trails accessible to backpackers and hikers only. This restriction is accomplished by natural terrain, as it should be; not by legislation depriving many citizens of the beautiful forest areas that attract and keep residents in Idaho.

We are opposed to Senate Bill 2055 as written. I believe multiple use in management is more appropriate. Thank you.

[Applause.]

Senator McClure. Thank you.

David Simmonds.

STATEMENT OF DAVID SIMMONDS

Mr. Simmonds. Thank you, Senator McClure.

Thank you, Senator and Congressman, for the opportunity to testify in the field here. I appreciate it.

I'm Dave Simmons from McCall. I work in the specialty forest products industry. I'm not only speaking for myself today; I'm submitting testimony for four other residents of McCall, who couldn't be here, and all oppose S. 2055.

This must not be a serious bill. It insults the sensibilities of intelligent readers. Much of it is drafted in bad faith, as attacks on laws, resources and agencies that the authors clearly must despise.

It does not designate much, if any, actual wilderness because the miscellaneous provisions of Title III systematically destroy the concept of wilderness as we now know it.

Special management areas and language amount to hard release and abandonment of forest planning for vast roadless areas. Congress has never permitted this and must not do so now.

The bill condemns restoration of the South Fork of the Salmon River at a time when industry, citizens and agencies have finally agreed that restoration should be the first priority.

I suggest two options: delete everything, starting with Section 103 through to the end of the bill, or kill the bill.

S. 2055 is not a compromise; it would perpetuate polarization over Idaho's forests; just the opposite effect its authors claim credit for. Thank you.

Senator McClure. Thank you.

Doug Gardner.

[No response.]

Senator McClure. Doug Gardner.

[No response.]

Senator McClure. Jack Streeter.

STATEMENT OF JACK STREETER, VICE PRESIDENT, SOUTHWESTERN IDAHO ASSOCIATION

Mr. Streeter. Distinguished panelists, ladies and gentlemen, it seems I've been at these type meetings for the last 20 years. We've lost ground and water rights. We've lost water rights. We've lost forest lands for the last 20 years that I've been testifying here.

I've only been in Idaho some 40 years. I'm 62 years old. I've been to most countries throughout the world and every state in the union.

If you want the wilderness, why, then it's very easy; just don't have any jobs in your state, and the whole thing will be a wilderness.

You have to have jobs in order to have money for recreation. You need to protect Idaho for what we can expect from Idaho in the way of resources, and recreation, and land use. We need multiple use, and not a bill that restricts Idaho.

Conservation and multiple use are reasonable, desirable and understandable; on the other hand, a lock-up of the natural resources is not environmentally sound; it's economically destructive. It is absolutely unreasonable.

This commission and our legislators should be working to save Idaho—not to lock up Idaho—to develop Idaho, using sound judgment to have a continuing and lasting increasing economy.

I would hope that you would take these things into consideration. I am totally opposed to any more set-aside of any lands for eastern interests to come out here and, now and then, enjoy Idaho; we need to make a living out here. And we have to have these lands to do it. I thank you for your time.

Senator McClure. Thank you.

[The prepared statement of Mr. Streeter follows:]

SOUTHWESTERN IDAHO
DEVELOPMENT ASSN.

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Vernon Ravenscroft
Dwayne Skogsberg
Clair Wetherell
Dan Weitz

Testimony
Senate Hearings in Boise
March 11, 1988

Gentlemen:

I believe we can agree that Idaho has been most generous in setting aside many thousands of wilderness acres and roadless areas for the nation's posterity. It is high time some of the other states give their fair share. We need no more wilderness in Idaho. We need land to develop for ranching, mining, timbering and farming to provide a livelihood for our young people. All basic wealth, as you well know, comes from mother earth and/or the sea. Without the raw materials, there is no manufacturing and there would be no jobs for our young people. Our children are leaving Idaho because other states are more progressive and private enterprise orientated.

The selfish interests of the eastern states want to make Idaho one big park and wilderness for their occasional pleasure and enjoyment. Let's protect Idaho for the people of Idaho. Remember, Idaho will be a real wilderness if there are no jobs.

Conservation and multiple use are reasonable, desirable and understandable. On the other hand, a lock up of our natural resources is not environmentally sound, is economically destructive and is unreasonable. This commission and our legislators should be working to save Idaho - not to lock up Idaho - to develop Idaho, using sound judgment to have a continuing and lasting increasing economy.

Jack Streeter

Jack Streeter, Vice-President
Southwestern Idaho Development Assn.
195 South 2nd West
Mountain Home, Idaho 83647

Senator McClure. John Cassia.

STATEMENT OF JOHN CASSIA

Mr. Cassia. Ladies and Gentlemen, my name is John Cassia. I sit here not only as a second-generation Idahoan, but as a concerned American citizen that recognizes the intrinsic beauty and economic value of natural wilderness.

I came here to me remind the panel that in 1891 our state legislature in its first year of existence, realizing the handsomely-forested mountains, clear free-flowing rivers and diverse abundance of wildlife adopted a motto that would serve as a guideline for generations to come. It's right there on the state flag: "Esto Perpetua." It means: "May it be forever."

I've heard a lot people that testified say there's too much wilderness. I speak here today because I think there are too many streams and rivers that have already been polluted, too many trees that have already been cut down, too much land that has already been accessed, and too many fish and animal populations that have already become endangered.

In short, I'm here to express a dissatisfaction with the McClure-Andrus Wilderness Bill and strongly urge recognition of the Idaho 433 Wildlands Defense Coalition bill as a more viable solution in this matter. Thank you.

Senator McClure. Thank you.

Thank you for your testimony.

We'll next hear from Gabriela Barrett, Catherine Taylor, Bill Chisholm, Kathy Sursely and Mary Grant. If those people will please come forward and take seats at the table.

Following those five we'll hear from Ann Frisk, Darlene Standal, Tracey Trent, Nicola Potts and Brad Stein.

Gabriela.

STATEMENT OF GABRIELA BARRETT AND CATHERINE TAYLOR

Ms. Barrett. Senator McClure and panel, my friend Catherine Taylor and I are testifying on behalf of the wilderness and would like to address the panel jointly if that's possible.

We are adamantly opposed to S. 2055 in its entirety. We speak on behalf of the threatened or endangered species in their last stronghold in Idaho's north and central wildlands. Under the Endangered Species Act of 1973, we have a right to life, liberty and the pursuit of habitat.

Ms. Taylor. The woodland cari—mountain caribou, the grizzly bear and Rocky Mountain grey wolf are all threatened by S.2055. We have been led to believe that Idahoans and Americans in general retain great pride in their western heritage and impressive wildlife. Your law mandates that federal agencies do not undertake actions that jeopardize endangered species. That's us.

Ms. Barrett. Below-cost logging, timber subsidies, arbitrary boundaries that make no ecological sense and complete exclusion of some of the richest and most sensitive wildlife habitat in Idaho—namely, the Lemhis and parts of the Panhandle National Forests—are not only irresponsible tactics, but are in direct violation of the Endangered Species Act.

Ms. TAYLOR. This wilderness proposal, as we see it, is a betrayal of public trust. But above and beyond public trust is biological security. The health of our earth and the quality of all life depends on extensive, contiguous wilderness.

Ms. BARRETT. Less than four percent of the U.S. remains in a pristine state. We support wilderness designation for all 9.3-million acres of Idaho's roadless lands. Thank you.

Senator McCLURE. Thank you. And Catherine Taylor.

Ms. TAYLOR. We just addressed jointly.

Senator McCLURE. All right. Thank you.

Bill Chisholm.

STATEMENT OF WILLIAM K. CHISHOLM

Mr. CHISHOLM. At the so-called Idaho Economics Summit I called for an honest debate by all the people of Idaho on the future of Idaho which balances economical development with environmental, cultural and spiritual values. No effort of such debate or the inclusion of concerned and knowledgeable people in forming Idaho's future has taken place. Because economic development has been a game of rip and rape, we who care about other than selfish economic interests are forced into extreme positions to stave off the total destruction of this land.

We are constantly being bombarded by the projects of greedy developers who take the resources and profits, leaving us with nothing. I hear over and over this prattle about multiple use, but it has been a situation of gruff abuse with our government agencies and representatives too often acting as co-conspirators.

On a daily basis I talk to a lot of different people from various occupational and political backgrounds. I believe that a viable and reasonable policy of land use and wilderness protection can be brought about if those people could sit down and honestly talk. I don't believe that a bill hammered out in secret gives the people that opportunity, the opportunity to discuss and understand the various positions on these issues.

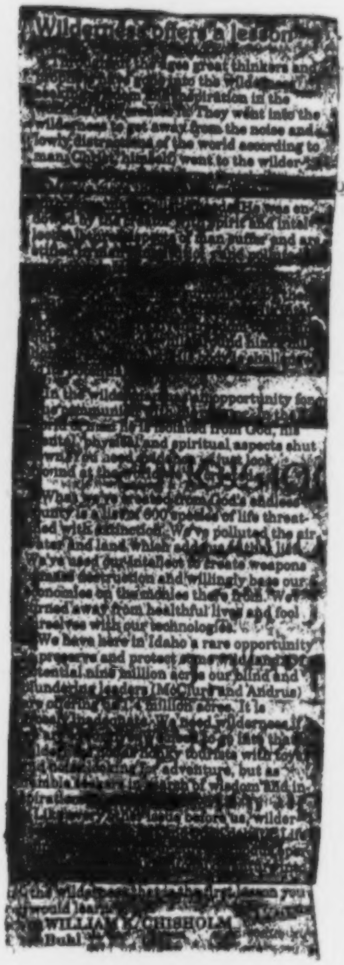
Abuse is not an acceptable modus operandi, but I believe that reasonable people with honest concerns can reach a meeting of the minds. I say scrap this bogus effort. Open up the process to honest discussion, and let's go over these lands. Let's hike over them and then talk about them. Wilderness discussion in a room with no windows in the middle of a large urban area built on consumption is not a proper place.

I was born and raised in Idaho. I know it well, its environment and its economic base. I believe the people are out there who, with reasonable minds, can sit down and hammer out a policy that recognizes the needs of man and also the wild.

[Applause.]

Senator McCLURE. Thank you. The paper that is attached to your testimony will be made a part of the record.

[The prepared statement of Mr. Chisholm follows:]



Wilderness offers a lesson

[illegible] great thinkers and [illegible] into the wilderness [illegible] inspiration in the [illegible] They went into the wilderness to get away from the noise and lowly distractions of the world according to man. [illegible] went to the wilder- [illegible]

[illegible] physical and spiritual aspects shut [illegible]

We have here in Idaho a rare opportunity to preserve and protect [illegible] potential nine million acres [illegible] our blind and blundering leaders (McClure and Andrus) [illegible] million acres. It is [illegible]

WILLIAM K. CHISHOLM
Buhl

William K. Chisholm
Rt. # 3 Box 431
Buhl, Idaho 83316

The public has been lead to believe that the wilderness issue has been adequately debated and that Mc Clure and Andrus have reached an honest and fair compromise. This bill is not an honest compsomise - it is a sell-out. This issue is so important and the intrinsic value of wildlands so great, extreme care must be taken in seeing to it that we preserve and protect the largest amount possible.

The forces of rip and rape are forcing quick shot decisions on the great natural resources of this land. In the name of economic development we are creating not only a great economic deficit, but an environmental, cultural, and spiritual deficit as well. This is a bad bill - defeat it and start over. There are alot of good people out there, with good information - so start an honest debate - one that serves the long term.

William K Chisholm

Senator McClure. Kathy Sursely.

STATEMENT OF KATHY SURSELY

Ms. Sursely. My name is Kathy Sursely. I'm from Buhl, Idaho. I am here not to represent a special interest, but a sacred interest. My interest is sacred because life is sacred. As a woman, I feel the deep needs for the long-term preservation of all life.

I'm not here to represent a limited use, but no use. I don't plan on ever using the wilderness. My concern is just that it be there. Its very existence insures all of us a future, as we are all interdependent species on this plant.

I was reading to my six-year-old daughter the other day about dinosaurs. Upon reading that they lived on this earth for 150-million years, I could not help but reflect on how insignificant man's thousands of years of existence are.

And yet in this country, in just a few hundred years, man has managed to wipe out resources, watersheds and hundreds of species. And it seems he won't stop until he can use it all.

As I read on about the dinosaurs, I learned that they had very small brains and were, therefore, believed to be not very smart.

The size of man's brain hasn't seemed to make us very smart. At the rate we're going, I doubt there will be anything left to sustain human life for anywhere near 150-million years.

I feel this bill is a breach of public trust because it does not set aside enough land that is not to be used so that my grandchildren's grandchildren may have life.

We are supposed to come here with something to give while you're all busy taking. We only ask that you give life in the form of a wilderness.

[Applause.]

Senator McClure. Thank you.

Mary Grant.

STATEMENT OF MARY GRANT

Ms. Grant. I appreciate this opportunity to speak. I, Mary Grant, do not support the McClure-Andrus Wilderness Bill S. 2055.

With simple testimony, I'm here representing the animals, for what our wilderness is all about.

Now I'd like you to imagine your house is burning. All the memories saved, everything is gone. You have no place to run and no means for food. You try to build another house, but someone chops it down. You try to grow foods, but nothing will grow. You're devastated and have no place to go. What happens next?

Many of our habitats have been destroyed by humans by means of careless enjoyment. I see a wonderful world out there asking for our help for survival. I'm looking into the future as to ways we can help preserve this beautiful area for the people of our future.

I oppose this Bill S. 2055. I feel it is inadequate wilderness designation in small parcels. Built-in roads, logging, and special management areas degrade that heritage. Please consider this now, for it may not be—for it may be too late. Thank you.

[Applause.]

Senator McClure. Thank you.

Thank you, ladies and gentlemen. I appreciate your testimony.

The next group will be Ann Frisk, Darlene Standal, Tracey Trent, Nicola Potts and Brad Stein.

Would the following people not come forward now, but if they would be ready to come forward in the next group: Arlene Morris, John Goodwin, David Lombardi, Bill Saleen and Kelly Olson.

Ann Frisk.

STATEMENT OF ANN FRISK

Ms. **Frisk**. Good afternoon. My name is Ann Frisk. I'm 23, attend Boise State University, and I work at Carl's Cycle Sales, a motorcycle dealership. I am also a member of the Treasure Valley Trail Machine Association, and I ride my trail bike on many of the trails that are on the map as proposed wilderness.

I personally oppose this wilderness bill because it will lock up some of the trails that have been cleared and maintained by funds from the Off-Road Vehicle Sticker Fund and efforts of the chapters of the Idaho Trail Machine Association.

While this bill proposes special management areas, such as the Lime Creek and Smoky Mountain areas, to be managed by the Forest Service, I feel the trail bike users may ultimately be shut out.

I believe because we have paid to keep the trails clear and passable, backpackers, horsemen and hunters have enjoyed the benefits of our efforts. The levels of soil erosion in these areas are less than wilderness areas.

I also feel if these trails become wilderness, in a matter of years fallen trees could make the trails we have maintained impassable. Then nobody will be able to enjoy these trails with easy access.

Furthermore, I feel that wilderness areas favor the elite class in our society. I have few opportunities to spend any significant amount of time exploring the mountains; therefore, my visits are short, usually a day or two in length. I ride my trail bike so I can enjoy the same view from a ridge as a person on foot can. I, too, like to sit by a lake in the mountains and catch a glimpse of the animals.

Idaho's beauty is something I cherish, and I have a great respect for the land. Idaho's existing trail system should be left open for everyone to enjoy and use, whether it be on foot, horse or trail bike. Someday I plan to teach my children to love and respect the land the way I do, and I hope I can share with them the same experiences I have had in our mountains.

My livelihood is dependent upon the motorcycling industry. The sale of motorcycles, parts and services contributes to Idaho's economy like creating jobs like mine and sales tax revenue.

Trail bike users contribute to tourism in Idaho as we need food and lodging when we can get away from our jobs for a few days.

Thank you.

Senator **McClure**. Thank you very much.

[The prepared statement of Ms. Frisk follows:]

Written testimony:
Ann L. Frisk
2324 S. Pond
Boise ID 83705

I'm 23, attend Boise State University, and I work at Carl's Cycle Sales, a motorcycle dealership. I am also a member of the Treasure Valley Trail Machine Association, and I ride my trail bike on many of the trails that are on the map as proposed wilderness.

I personally oppose this wilderness bill because it will lock up some of the trails that have been cleared and maintained by funds from the Off-Road Vehicle Sticker fund, and efforts of the chapters of the Idaho Trail Machine Association. While this bill proposes special management areas such as the Lime Creek and Smoky Mountains areas, to be managed by the Forest Service, I feel the trail bike users may ultimately be shut out. I believe because we have paid to keep the trails clear and passable, backpackers, horsemen, and hunters have enjoyed the benefits of our efforts. The levels of soil erosion in these areas are less than wilderness areas. I also feel if these trails become wilderness, in a matter of years, fallen trees could make the trails we have maintained impassable. Then nobody will be able to enjoy these trails with easy access.

Furthermore, I feel that wilderness areas favor the "elite class" in our society. I have few opportunities to spend any significant amount of time exploring the mountains. Therefore, my visits are short, usually a day or two in length. I ride my trail bike so I can enjoy the same view from a ridge as a person on foot can. I too, like to sit by a lake in the mountains and catch a glimpse of the animals. Idaho's beauty is something I cherish and I have a great respect for the land. Idaho's existing trail system should be left open for everyone to enjoy and use, whether it be on foot, horse, or trail bike. Someday, I plan to teach my children to love and respect the land the way I do, and I hope I can share with them the same experiences I have had in our mountains.

My livelyhood is dependent upon the motorcycling industry. The sale of motorcycles, parts, and services contributes to Idaho's economy like creating jobs and sales tax revenue. Trail bike users contribute to tourism in Idaho as we need food and lodging when we can get away from our jobs for a few days.

In conclusion, I feel this wilderness bill discriminates against people who have been using the trails, and helping to maintain them. If this bill passes, maybe the citizens who have paid for funding and contributed many hours of work maintaining these trails should be compensated for their wasted efforts. I personally believe that Idaho does not need anymore wilderness areas.

Senator McClure. Darlene Standal.

STATEMENT OF DARLENE STANDAL

Ms. Standal. Senator McClure, Congressman Craig and members of the committee, good afternoon.

My name is Darlene Standal, and I reside here in Boise. I wish to take this opportunity to go on the record to oppose Senate Bill 2055 in its present form.

While growing up on a farm in southern Idaho and virtually living here all my life, I have become acutely aware of the role we must have of being stewards of this land. To this end, my opposition to Bill 2055 is because it does not adequately protect these spectacular lands. It does not exhibit good stewardship.

In specific, two areas I have spent time enjoying is Tenmile West and Red Mountain. Bill 2055 completely eliminates consideration of Tenmile West, which has extensive elk habitat, even though the Idaho Fish and Game and sportsmen groups wish protection.

I have seen damage resulting from using off-road vehicles along the steep trails that access the Red Mountain area. I am concerned these areas that are within easy access of Boise and that could be used extensively by hikers will not be protected. In addition, I support wilderness designation for the French Creek and Patrick Butte areas in the Payette National Forest.

Before concluding, I wish to express my support for the Idaho Wildlands Defense Coalition's proposal of 3.9-million acres of protected land. This well thought-out and supported proposal is a compromise from the 9.3-million acres of wilderness lands.

To close, I truly feel that Bill S. 2055 unfairly promotes the industries of logging, road making and economic development and that it does not recognize the growing generations of citizens like myself who would prefer to have a pristine wilderness in our backyard.

Bill S. 2055 vastly ignores the long-term benefits that wilderness will have to Idahoans and to the nation as a whole. Thank you for the opportunity to express my views.

[Applause.]

Senator McClure. Thank you.

Tracey Trent.

STATEMENT OF TRACEY TRENT

Mr. Trent. Hello. My name is Tracey Trent, and I represent the Idaho Fish and Game Commission and the Idaho Department of Fish and Game. We believe that the Andrus-McClure Wilderness Proposal, Senate Bill 2055, addresses the needs of the wildlife and fish by protecting important habitat areas by wilderness designation in the Mallard-Larkins, Kelly-Cayuse, Pioneers and the Palisades areas, particularly the Poker Peak and Bear Creek segments, and with special management designation in the Cook Mountain and Smokies.

This proposal distributes wilderness and associated recreational values throughout the state, particularly in north and east Idaho. These areas are smaller and more easily accessible to the population centers of the state. These smaller areas provide a different kind of wilderness setting than a large block of existing wilderness in central Idaho.

We believe the proposal strikes a reasonable compromise between wilderness and nonwilderness management of roadless areas in the state. Roadless land is extremely important and valuable to wildlife and fish and the associated recreational pursuits of hunting and fishing.

It is important to have a balance between wilderness and roadless lands, both those managed for motorized and nonmotorized use.

While we did not get everything we wanted in terms of acreage or areas, we feel this bill is acceptable, and we are particularly pleased that wildlife and fish resources played an important role in the decision-making process.

We do have some concerns with boundaries, and our written comments, which we'll submit later, will deal with them in detail.

Our greatest concern with Senate Bill 2055 is the South Fork of the Salmon River special management area. Our goal is to reduce the current sediment load in the South Fork. We believe that, under the most favorable conditions and optimistic interpretation of the management prescription, that the South Fork will not improve over its current condition. We believe that logging, and particularly roading, in the South Fork as allowed in Senate 2055 will further degrade the river.

The current moratorium on logging on the South Fork is in place because timber harvest is increasing the sediment load and preventing the 451 natural recovery of the stream. Sediment cannot be removed directly from the river bed economically in sufficient quantities to mitigate increased sediment from timber harvest. The only way to prevent sedimentation is not to build new roads and log.

We, therefore, must conclude that if the intent of the special management area is to prevent further degradation and allow the river to recover, then there can be no timber harvest in the South Fork drainage. Thank you.

Senator McClure. Thank you for your testimony.

Nicola Potts.

STATEMENT OF NICOLA POTTS

Ms. Potts. Senator McClure and Congressman Craig, I commend you for an earnest and sincere effort to reach a compromise for your constituents.

I would like to support that effort; however, I feel one constituency has been overlooked. They're referred to in this quote: "We did not so much inherit this land from our fathers as much as we are borrowing it from our children."

I think it's vastly important to recognize that this land is not just ours today, that its resources should not be harvested just to satisfy our present consumption. Let's leave these generations a savings account.

In our recent history we have seen a technological explosion. We are using resources unheard of 20 years ago. Let's leave some resources untouched and undeveloped so that far into the future they may offer society benefits unknown and undreamed of today.

I suggest we better manage the land we now use. Instead of road building in the wilderness, we could better use that money in the research and training of more efficient ways to fully utilize the timber that is harvested. We should take advantage of recycling technology and maybe even consider being a less-consumptive society rather than depleting our last wildlife. Congress and state officials could play an important role in helping communities diversify their economies and be better prepared for a changing tomorrow.

I suggest that this bill let go of its shortsighted hold on low-acreage totals, particularly where there is no conflict of interest such as the Challis Forest side of the Pioneers, the Boulders and the Smokies. Even though I feel the special management language is an innovative attempt at compromise, I fear it may add confusion and obscure the intent of the Wilderness Act.

I suggest that some of the special management areas be transferred to wilderness status or language deleted from the bill.

I urge you, Senator McClure, to rethink your role in history and our role in history and support, as I do, more wilderness preservation as testimony that this generation does indeed consider and love the next.

[Applause.]

Senator McClure. Thank you.

Brad Stein.

[No response.]

Senator McClure. Is Brad Stein present?

[No response.]

Senator McClure. Thank you very much for your testimony.

We'll next hear from Arlene Morris, John Goodwin, David Lombardi, Bill Saleen and Kelly Olson.

Following this group we will hear from Lee Daniels, Rebecca Arnold, Gary Hall, David Mabe and John Borton.

Arlene Morris.

[No response.]

Senator McClure. John Goodwin.

STATEMENT OF JOHN GOODWIN

Mr. Goodwin. Senator McClure, distinguished panel, I'm John Goodwin. I'm from Donnelly, Idaho.

I believe that the Idaho Forest Management Act does not serve the interests of the majority of the Idahoans; that this bill intends to circumvent the law as stated in the National Forest Management Act and the 1964 Wilderness Act; that this bill unjustly favors the timber industry and ORV interest groups to the detriment of our vulnerable watersheds and precious, indeed most valuable fish and wildlife resources.

Foremost in my objections is proposed designation of the South Fork, Salmon River and of French Creek/Patrick Butte as special management areas. The bill offers only the meagerest protection to these areas while opening them up to road logging. The overwhelming value of the South Fork's sports and commercial fishery is being bargained away for the short-term benefit of the timber industry. Both of these areas should receive wilderness designation.

The McClure-Andrus Bill disregards the National Forest Management Act by denying public review of proposed activities; that is, road 457 building and logging. We, the public, have the right to review and revise policy concerning our public lands. Legislation eliminating this public review is undemocratic and unsound economically and ecologically.

Section 3029(a) indicates that wilderness areas will be denied water rights including those areas already designated as wilderness. Such rights are necessary for adequate protection of fish and wildlife and should not be an issue.

Section 309(a) states that, in effect, any parallel track regardless of condition or frequency of use will be defined as a road excluded from wilderness. Such definition of roads appears as a device for undermining wilderness designation and should be removed from the bill.

This is not a compromise bill. This——

Senator McClure. The balance of your statement will be placed—

Mr. Goodwin [continuing]. Is not a good bill; this is certainly not a wilderness bill. We are gambling away, for the short-term benefits to timber industry, our most valuable sports fishery and in many ways our identity. And I don't believe we can afford to gamble what we cannot stand to lose.

Senator McClure. The entire statement will appear in the record, Mr. Goodwin.

[The prepared statement of Mr. Goodwin follows:]

FOR THE HEARING RECORD, S. 2055 March 11, 1988
TESTIMONY OF:
John Goodwin
P.O.B. 1374 McCall, ID 83638

I believe that the Idaho Forest Management Act, S. 2055 does not serve the interests of the majority of Idahoans; that this bill intends to circumvent the law as stated in the National Forest Management Act (NFMA) and the 1964 Wilderness Act; that this bill unjustly favors the timber industry and ORV interest groups to the detriment of our vulnerable watersheds and precious, indeed most valuable fish and wildlife resources.

Foremost of my objections is the proposed designation of the S. Fork, Salmon River and of French Cr./Patrick Butte as "Special Management Areas." The bill offers only the meagerest of protection to these areas while opening them up to road logging. The overwelming value of the S. Fork's sports and commercial fishery is being bargained away for the short term benefit of the timber industry. Both of these areas should receive wilderness designation.

The McClure /Andrus bill disregards the NFMA by denying public review of proposed activities, that is, road building and logging. We the public have the right to review and revise policy concerning our public lands. Legislation eliminating this public review is undemocratic and unsound economically and ecologically.

Sec. 302 (a) indicates that wilderness areas will be denied water rights including those areas already designated as wilderness. Such rights are necessary for adequate protection of fish and wildlife and should not be an issue.

Sec. 309 (a) states that in effect any parallel track regardless of condition or frequency of use will be defined as a road and excluded from wilderness. Such a definition of roads appears as a device for undermining wilderness designation and should be removed from the bill.

Finally, the areas of Rapid River and the Salmon River Breaks are excluded from the proposed new wilderness. These areas are critical to big game species and the anadromous fishery and are consequently of great economic value. Rapid River also provides for early season recreation. Both should receive wilderness designation.

This is not a compromise bill; this is not a good bill; this is certainly not a wilderness bill. This Idaho Forest Management Act will provide the timber industry with short term economic gain gambling away in the process our wildlands , our sports fishery and in many ways our identity. Can we afford to gamble what we cannot afford to lose?

Thankyou,

Senator **McClure**. David Lombardi.

STATEMENT OF DAVID LOMBARDI

Mr. **Lombardi**. Senator McClure, Congressman Craig, I'm a resident of Boise, Idaho, and I represent American Independence Mines and Minerals Company. American Independence is a joint venture, which is composed of two Idaho corporations: Walker Mining Company and Ivy Minerals Company.

American Independence has been actively involved in the exploration and development of minerals in the Logan Creek and Red Mountain areas for at least 10 years. In the last 10 years alone, American Independence, which is a very small company, has expended no less than $500,000 in this area.

American Independence is the kind of company that the Idaho economy needs. It's also the kind of company upon which the foundation for this country is based.

By withdrawing lands from wilderness—or, rather, by withdrawing lands from development, exploration and development by mining interests, this bill precludes operations which are already, in fact, being conducted by American Independence and by other operators in the area.

Further, the boundaries in the Payette National Forest, particularly in the Logan Creek area, represent a cherry stem, some kind of a gerrymandering effort which has included some mining areas and current operations in the wilderness and has excluded others. This is fundamentally unfair and inconsistent with any notion of fair play.

In addition, our experience with the Forest Service in working with them under the multi-use concept has been a good one, except for the fact that both sides have complained that boundaries such as represented by S. 2055 are extremely difficult to enforce in addition to being arbitrary and fundamentally unfair.

American Independence Mines and Minerals Company will submit additional written testimony, and thank you for the opportunity to speak.

Senator **McClure**. Bill Saleen.

STATEMENT OF BILL SALEEN

Mr. **Saleen**. Senator McClure, distinguished panel, my name is Bill Saleen. I was born in Cascade and live in McCall. I grew up in the Yellow Pine/Big Creek area. I have worked for the Forest Service, various packers and a few loggers in the area.

I would like to go on record as against any more legislative wilderness in Idaho. I'm especially against the proposed South Fork Crest and Snowbank areas becoming legislative wilderness; their close proximity to Long Valley is the reason.

Motorized recreation and the stiff laws pertaining to wilderness air quality is our concern. We at one time circulated a petition about these, and at that time were promised by the late Senator Church not to include them in any wilderness proposal. I do, however, believe that all of the ground that has been locked up in further study should be released back into the inventory of our multiple use.

I have followed this debate for years. At first, people in my area were taken aback by this confrontation. We attended meetings over the years that had hidden agenda, that implemented long-range plans, and the only reason we were there was to lend credence to a process that developed policies that we had no hand in determining.

National power politics based on passion that sees deceit and misinformation as tools of the trade have been very hard to fight. We, who use this land have been deceived because we still believe in a code of behavior. We didn't muddy the water for each other, so we didn't believe others would either.

We understand their addiction now as an ultimate objective which is rooted in fear of the future and each other. We mistakenly figured truth and honesty could resolve this issue. What we didn't understand was the power of greed and completely undisciplined passion; a piece of land to exist for itself, a piece of land that in no way catered to people. The truth surfaced over time, like it always will. They want it managed, but only for themselves.

Idaho is becoming what a very few powerful people who run political machines want it to be. So what if they run over the locals in the process. We now have roads on public lands that only a select few can drive on. Our back-country heritage has been burned to the ground and every trace destroyed to perpetuate an illusion that no one was ever there.

Confiscation of private ground has been carried on with no regard for individual rights. Everything we hold sacred has been— taken a backseat to this driving force.

I have come to this meeting to talk for less restrictions and more openness on public ground. I hope to bring up an old idea that is buried in the rubble of this confrontation. It is called sharing. I realize this won't be popular with any interest group, and I also realize that it's not in vogue to speak for the rights of all people.

Senator McClure. Bill, it appears to me that you're about halfway through the statement. Your time is up. The balance of the statement will be inserted into the record in full. Thank you.

[The prepared statement of Mr. Saleen follows:]

My name is Bill Saleen. I was born in Cascade and live in McCall. I grew up in the Yelow Pine, Big Creek area. I have worked for the Forest Service, various packers and a few loggers.

I would like to go on record as against any more legislated wilderness in Idaho. I am espcially against the proposed South Fork Crest and Snowbank areas becoming legislated wilderness. Their close proximity to Long Valley is the reason. Motorized recreation and the stiff laws pertaining to wilderness air quality is our concern. We at one time, circulated a petition about these and were at that time, promised by Senator Church not to include them in any wilderness proposal. I do, however, believe that all the ground that has been locked up in further study should be released back into the inventory of our multi-use land.

I have followed this debate for years. At first people in my area were taken aback by this confrontation. We attended meetings over the years that had hidden agendas, that implemented long range plans, and the only reason we were there, was to lend credence to a process that developed policies that we had no hand in determining. National power politics based on passion, that sees deceit and misinformation as tools of the trade have been very to fight. We, who use this land, have been deceived because we still believe in a code of behavior. We didn't muddy the water for each other, so we didn't believe others would either. We understand their addiction now, as an ultimate objective which is rooted in fear of the future and of each other. We mistakenly figured truth and honesty could resolve this issue. What we didn't understand was the power of greed and completely undisciplined passion. A piece of land to exist for and of itself. A piece of land that in no way catered to people. The truth surfaced over time like it always will. They want it managed, but only for themselves.

Idaho is becoming what a few very powerful people who run political machines want it to be, so what if they run over locals in the process. We now have roads on public lands that only a select few can drive on. Our back country heritage has been burned to the ground and every trace destroyed to perpetuate and illusion that no one else was ever there. Confiscation of private ground has been carried on with no regard for individual rights. Everthing we hold sacred has taken a backseat to this driving force. I have come to this meeting to talk for less restrictions and more openness on our public ground. I hope to bring up an old idea that has been buried in the rubble of this confrontation. It is called sharing. I realize this won't be popular with any one interest group and I also realize it is not in vogue to speak for the rights of all people. The only way to achieve this is to share by legislative mandate. I feel this would do away with all of our peridoxes. I have found that most have been contrived to satisfy selfish interests. The time is now for political courage. Any more wilderness now is like declaring we don't believe in ourselves and that we will fail in the stewardship of this land. I ask you, is this anyway to go into our future, not beleiving in ourselves?

Our last fight over wilderness, no one should lose, however, if we have more wilderness, we have all lost. We dno't need cheap fixes that misdirect attention away from the real problem of taking care of all our land while making sure all share in its attributes. We must re-accent the importance of stewardship for all, it may not be as cheap, but nothing of real value ever is.

I realize that some of you will say that what I want is what multi-use really is. In theroy you are right but in practice it isn't anymore. People are being left out of the equations. We can log an area, but can't recreate there. We can log an area but can't hunt there. We can fight a major fire but can't salvage log the already dead trees. All the major players are well represented here, the multi-headed body of environmentalists, the timber industry, and the Idaho Fish and Game. I am here to speak for less restrictions for all of us and then may be the individual would be represented too.

Senator McClure. Kelly Olson.

[No response.]

Senator McClure. We'll next hear from Lee Daniels, Rebecca Arnold, Gary Hall, David Mabe, John Borton.

The next group we will hear from will be Diane Karban, Bob Strauts, Gwinn Rice, Burk Mantel and Elise Lufkin.

Lee Daniels.

[No response.]

Senator McClure. Lee Daniels.

[No response.]

Senator McClure. Rebecca Arnold.

STATEMENT OF REBECCA ARNOLD

Ms. Arnold. I'm here also representing my husband, my infant son and many of our friends across the country.

Senator McClure. Please pull the microphone a little closer to you.

Ms. Arnold. Sure.

We are opposed to Senate Bill 2055 because it does not provide adequate protection for water quality and wildlife. Among other things, we would like to see the bill amended to increase the proposed wilderness to at least 4-million acres.

Wildlife concerns and sound reasoning were totally ignored in several provisions of the bill. One example: The language on page 1 of the Area by Area Summary which states: "Logging operations can be accomplished without threatening the grizzly bear population in the Selkirk area."

That's like saying you could have a construction crew operate a half dozen jackhammers in your bedroom without disturbing your sleep or damaging the floor.

The language requiring close monitoring of logging or mining operations in sensitive areas is unrealistic. Monitoring by a state or federal agency simply doesn't work. BLM's inability to effectively monitor grazing and to prevent the destruction of stream banks confirms this. The only way to prevent the damage is to keep the industry out of sensitive areas.

This bill is not a compromise. 9-million acres were under consideration, yet only 1.4-million were proposed as wilderness. The bill is heavily biased in favor of the timber and mining industries.

In my opinion, you probably should trash this bill and write a wilderness bill the next time, not a Forest Mismanagement Act. Thank you.

[Applause.]

Senator McClure. Thank you. Gary Hall.

STATEMENT OF GARY R. HALL

Mr. Hall. I was born 38 years ago, a third-generation Idahoan. Within six months, I know from my mother and have seen photos that I was already camping in Idaho mountains. I do remember when I was four camping again at the same spot on the Yuba River near the Middle Fork of the Boise. My three-year-old brother was along, and I heard my first coyotes howl.

When I was five, we began to take regular family camping trips to what was then the end of the road on the South Fork of the Boise River.

Each year as I grew older, I would gaze towards the headwaters and dream of hiking into the lakes at the source that I studied on the maps.

Finally, when I was 16, a friend and I made the trip. It was pretty exciting for our age, especially when a bear came into camp.

I continued to visit these lakes over the years and told other friends and relatives about this area of good fishing and solitude. However, my last visit a few years ago I was very disappointed to discover that trail bikes had begun riding and pushing their way over the last four miles of steep trail into the area from both sides causing extensive erosion and visual damage. This was in spite of the fact that there are extensive trail riding opportunities in the immediate surrounding Smoky Mountain area, and has been for years; I know this for a fact because I started to explore them on my own cycle when I was 14.

The South Fork being an area that I am very familiar with and the fact that the headwaters are not protected clearly indicates to me that this bill is seriously deficient. The headwaters of both the Middle and North Forks of the Boise River that end up flowing through this city of Boise are protected; meanwhile, you are leaving the headwaters habitat of the South Fork to continue to be degraded.

Since running into the motorcycles, I have begun more to use the designated wilderness areas, including a recent trip with my four children, who ranged in age at the time from 5 to 12. We hiked over 30 miles in two drainages, a week's vacation for less than $500 including equipment.

The past few years I have been getting into steelhead fishing on the main Salmon between Vinegar Creek and Mackay Bar in the Frank Church Wilderness area. It became very obvious, and it becomes very obvious what some of the long-term economic advantages of wilderness are to the state's economy. We often meet people from out of state on these trips spending their money. Just last week four of us went fishing in the canyon at Ice-out. I would estimate that with tackle, food, lodging and jet boat guide, we spent about $1,800 between here and Riggins.

Senator McClure. I wonder if you have a summary statement you'd like to make, very briefly.

Mr. Hall. Yes. I'd say the bottom line is, since we had 50-million acreas of roadless area in the state a hundred years ago, we don't need to decide what to do with the rest of it in the next year or so.

And as it says in the bottom of my statement, the definition of "conservative"—I consider this bill radical. The definition of "conservative" is: favoring preservation of existing order; moderate and prudent; tending to conserve.

Much like the word "conservation," which is the act or process of conserving; the controlled and systematic use of natural resources, I believe this timber will be worth—that we would use for deficit timber sales at this point, would be worth a lot more to future generations probably, too; our descendants.

Senator McClure. Thank you.

[The prepared statement of Mr. Hall follows:]

Testimony of Gary R. Hall Boise Id. on the " Idaho Forrest Management Act"

Thirty eight years ago I was born , a third generation Idahoan. Within six months, I know from photos, I was already camping in Idahos mountains. I do remember when I was four camping again at the same spot on the Yuba river near the Middle Fork of the Boise, my three year old brother was along and I heard my first coyotes howl. When I was five we began to take our regular family camping trips to what then was the end of the road on the South Fork of the Boise river. Each year as I grew older I would gaze up towards the headwaters & dream of hiking into the lakes at the source that I studied on the maps. Finally when I was sixteen a friend and I made the trip. It was pretty exciting at our age, especialy when a bear came into camp. I continued to visit these lakes over the years and told other friends and relatives about this area of good fishing and solitude. However, on my last visit a few years ago,I was very disappointed to discover that trailbikes had begun riding and pushing their way over the last four miles of steep trail into the area from both sides, causing extensive erosion and visual damage. This in spite of the fact that there are extensive trail riding opportunities in the immediate surrounding area and has been for years. I know this for a fact because I started to explore them on my own cycle when I was fourteen. The South Fork being an area that I am very familiar with, and the fact that the headwaters are not protected, clearly indicates to me that this bill is seriously deficient. The headwaters of both the Middle and North forks of the river that flows through this city are protected and meanwhile you would leave the headwaters habitat of the South Fork to continue to be degraded.

Since running into the motorcycles I have begun to use the designated wilderness areas more,including a recent trip with my four children,who ranged in age at the time from 5 to 12. We hiked over 30 miles in two drainages, a weeks vacation for less than $500 including eqiupment.

The past few years I have been getting into steelhead fishing on the main Salmon between Vinegar Creek and Mackay Bar. It becomes very obvious what some of the long term economic advantages of wildernesss are to the states economy. We often meet people from out of state on these trips, spending their money. Just last week four of us went fishing in the canyon at ice out. I would estimate that with tackle, food, lodging, and jet boat guide, we spent about $1800 from Boise to Riggins. While on the river we met a man from California who had paid a local guide $2000 for a cougar hunt. He was successful and was having that and a steelhead mounted before leaving. He is buying a condo in Sun Valley and will bring his friends back to spend their money.

However, is money the only bottom line to these decisions? When Idaho became a state there were over 50,000,000 acres of roadless wilderness area in the state. Must we decide the fate of the small remaining % this year when it's been here for millions? Or could we, like the Indians beus give consideration to our decendants seven generations from now? How much will those deficit logs be worth then?

I looked up the definition of conservative and conserve in the dictionary at my office today and this is what it said; Conservative 1 Favoring preservation of the existing order. 2.Moderate and prudent. 3. tending to conserve.

conservation; The act or process of conserving 2. The controlled and systematic use of natural resources.

Senator McClure. David Mabe.

STATEMENT OF DAVID MABE, EXECUTIVE DIRECTOR, IDAHO PETROLEUM COUNCIL

Mr. Mabe. My name is Dave Mabe. I am Executive Director of the Idaho Petroleum Council, a division of the Rocky Mountain Oil and Gas Association known as RMOGA.

RMOGA represents oil and gas companies, both large and small, that account for 90 percent of the oil and gas resources produced in the eight-state area in which they operate.

We welcome the opportunity to appear before this subcommittee on Senate Bill 2055, the Idaho Forest Management Act, and applaud the effort of Senator McClure and Governor Andrus in attempting to solve this very sensitive issue. RMOGA is not opposed to the designation of new wilderness areas. We recognize that there are sensitive and unique lands which qualify for the special management and protection of the wilderness designation.

However, we feel three changes need to be made to this bill:

First, areas of high geologic favorability should remain available for mineral exploration and development. Areas containing existing leases in particular have shown production potential and, therefore, should be excluded from the wilderness designation.

Second, the continual wilderness study of roadless lands must be terminated. Balanced wilderness legislation can only be achieved with the permanent release to multiple use of lands determined to be unsuitable for wilderness designation.

Wilderness designation is not the only way an area's surface resources may be protected. Existing statutes, like NEPA and FLPMA, among others, provide superlative protection for our nation's resources.

Third, lands not designated as wilderness should be managed for nonwilderness uses according to forest plans.

The special management areas contained in this bill will dictate the day-to-day management of 611,000 acres. We feel this is the purpose of the forest planning process. Flexibility is crucial to the future management of these areas as more information becomes available.

RMOGA encourages the Idaho delegation and the subcommittee to develop a reasonable wilderness bill for Idaho, which takes into account the resource potential of unexplored lands and permanent new releases, lands not designated as wilderness. The best wilderness system for Idaho is not the largest one that can be amassed.

I have submitted more extensive written comments and would be happy to answer any questions. Thank you.

Senator McClure. Thank you very much. Your entire statement will appear in the record in full.

[The prepared statement of Mr. Mabe follows:]

TESTIMONY OF
DAVID MABE
REPRESENTING THE
IDAHO PETROLEUM COUNCIL
and the
ROCKY MOUNTAIN OIL AND GAS ASSOCIATION

BEFORE THE
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS AND FORESTS

March 11, 1988
Boise, Idaho

My name is Dave Mabe. I am Executive Director of the Idaho Petroleum Council, a division of the Rocky Mountain Oil & Gas Association, known as RMOGA. RMOGA is a trade association representing hundreds of companies and individuals involved in all phases of oil and gas activities throughout the Rocky Mountain States. Our membership is diverse, and includes major companies as well as small and medium-sized independent operators active in this region. These operators help to employ some 90,000 people in jobs directly affiliated with the oil and gas industry in the Rocky Mountain area, and account for 90% of the oil and gas resources produced in this eight-state area. We feel that continued access to Federal lands for oil and gas exploration and development is of paramount importance, not only to our members, but to the local, state, regional and national economy as well.

We welcome the opportunity to appear before this Subcommittee on S. 2055, the Idaho Forest Management Act of 1988. We believe the time has come to resolve the RARE II issue once and for all, and we applaud the efforts of the Idaho Delegation, and particularly Senator McClure and Governor Andrus, in attempting to develop acceptable legislation on this very sensitive issue.

We have appeared before Congress on numerous occasions over the past several years to present our views on wilderness bills being considered for various states in our area, including Idaho. We have urged Congress and the Idaho Delegation to adopt a balanced bill which would attempt to satisfy the many users of the public lands. We have stressed the need for protection of special, environmentally-sensitive lands, while advocating the return to multiple use of other lands which would remain subject to restrictions and stipulations to protect the environment from unnecessary operational impacts. We believe such a balance can be achieved in legislation.

Our position on S. 2055, or on any wilderness legislation, has three basic components:

First, areas of high geologic favorability should remain available for mineral exploration and development, and therefore should be excluded from wilderness designation under this bill.

Second, the continual wilderness study of roadless lands must be terminated. Balanced wilderness legislation can only be achieved with the permanent release to multiple use of lands determined to be unsuitable for wilderness designation.

Third, lands not designated as wilderness should be managed for nonwilderness uses according to Forest Plans and should not be burdened with additional Congressional direction.

Unknown Geologic Potential

RMOGA is not opposed to the designation of new wilderness areas, and we recognize that there clearly are lands which are sensitive and unique, and which qualify for special management and protection. However, two factors must be taken into account in the determination of what type of protective management is warranted or required for these lands.

First, an area's subsurface resources are potentially as important as an area's surface resources. We believe that an area's mineral resources should be explored prior to making permanent decisions regarding management of the land or to placing it in a highly restrictive status. This was also the approach historically taken by Congress in designating wilderness areas when it provided, in the 1964 Wilderness Act, a 20 year window for mineral exploration and development before permanently withdrawing these lands.

Unfortunately, much of the land recommended for wilderness through this legislation has not been adequately explored for its mineral potential. We believe areas of high geologic favorability should remain open to exploration so that if oil and gas resources are present in commercial quantities, they can be produced for the benefit of Idaho and for the benefit of the nation. (RMOGA cannot make specific comments on acreage recommendations in the bill, so we leave this up to our members to communicate to you.)

Congress is not faced with decisions as to what is the highest and best use of the RARE II lands under consideration in this legislation. In order to determine the best use of this land, however, the Congress must have all the relevant information about the land's resources--both surface and subsurface. If the mineral resources are unknown because exploration has been prohibited, then one of the most important components to sound decision making is blatantly lacking. Therefore, it is even more critical that the best available geologic data on these areas be taken into account before making wilderness decisions. Existing oil and gas leases are one of the best indicators of a company's geologic interest, and we encourage the Delegation to exclude all existing oil and gas leases or areas covered by lease applications from the boundaries of proposed wilderness areas. Regardless of the provision designed to protect valid existing rights, the practical fact remains that it will be terribly difficult to obtain permits for operations on lands within wilderness boundaries.

The second factor which should be taken into account in determining what type of land management prescription is best for these areas is that a wilderness designation is not the only way an area's surface resources can be protected. Existing statutes, including the National Environmental Policy Act, Federal Land Policy and Management Act, National Forest Management Act, the Clean Air Act, Endangered Species Act, and National Historic Preservation Act, provide superlative protection for all of our nation's environmental resources. It is simply erroneous to assume that unless a particular area is designated wilderness it will not be protected from misuse or overuse.

In addition, the oil and gas industry has proven time and again that our operations are compatible with the environment. In fact, in the Gros Ventre Wilderness, designated in the Wyoming Wilderness Act of 1984, two well sites were previously drilled and reclaimed with no noticeable environmental impacts. So unnoticeable were these impacts that the areas were thought to be totally wild, and were found to be entirely suitable for wilderness designation, even though drilling had taken place. There are also similar examples of well site reclamation in Idaho in environmentally sensitive areas. Industry's advanced operational techniques minimize the area and amount of disturbance, and rehabilitation capabilities have reached such a level of competence that the impacts of oil and gas operations are virtually, if not entirely, unnoticeable, and in all cases temporary in nature.

We believe that, coupled with industry's technological capabilities to operate safely in environmentally-sensitive areas, the plethora of environmental laws, regulations and policies make wilderness designation unnecessary to provide adequate protection for the environment.

It is important to note, too, that the production of oil and gas resources does not require large amounts of land. If all of the land used for energy and mineral production in history were added up, this acreage would constitute less than one-half of 1% of our total land base. The amount of land used for actual oil and gas development is a fraction of even this small amount. Finding oil and gas is truly like finding a needle in a haystack. Many different areas need to be explored to locate these rare concentrations of mineral resources. Locking away areas before they are explored raises the possibility that vast mineral resources will be foregone by a wilderness designation.

Release Language

The most critical component, however, of any balanced wilderness legislation is the release to multiple use of lands not designated as wilderness. We believe Congress should decide which lands will be set aside as wilderness and which will be available to support our nation's continued prosperity.

It continues to puzzle us that there is still so much controversy over this issue: that is, the permanent designation of some lands as wilderness, and the permanent release of nonwilderness lands from continual wilderness study to multiple use and resource development. There can be no balanced legislation if this type of release is not adopted. Lands placed into wilderness designation remain so in perpetuity or until Congress determines otherwise. While we surely recognize that Congress can alter the statutory classification of any lands at any time, we believe some certainty for management of nonwilderness areas must be provided in the interim for the many users of these public lands.

We have seen the practical inadequacy of the existing "soft" release language included in the Wyoming Wilderness Act and other states for which it has been adopted. The language only seems to ensure that nonwilderness lands will be released from wilderness study until the next round of planning; it does not release them for nonwilderness multiple uses or resource development. The Forest Service continues to manage them as though they were wilderness or other semi-primitive classifications, prohibiting resouce development.

A perfect example of this can be found on Wyoming's Bridger--Teton National Forest where there is a distinct trend on the part of the Forest Service to preserve nonwilderness lands as de facto wilderness. If the final plan for this forest resembles the draft, the clear majority of nonwilderness lands will be unavailable for leasing, exploration and development activities, and a substantial portion of the remaining acreage will be off limits to mineral access through No Surface Occupancy stipulations for wildlife, scenic, and other resource values.

Our experience with this release language is that it is tantamount to continued de facto wilderness designation in "released" areas. We believe specific changes must be made to the release language contained in S. 2055 to ensure the practical release of lands to nonwilderness multiple uses.

Under the language in the bill, the Forest Service is now once again permitted to designate and manage wilderness without any Congressional action. It is significant that one of the main reasons the Wilderness Act became law was that Congress felt such a single use classification should be made only by the Congress and not by the Executive Branch, particularly not at the local level. The Committee Report on the original Wilderness Act of 1964 clearly makes this point--and I quote:

> "A statutory frame work for the preservation of wilderness would permit long-range planning and assure that _no future administrator_ could arbitrarily or capriciously either abolish wilderness that should be retained or _make wholesale designations of additional areas in which use would be limited_. (Emphasis added.)

If the Idaho legislation, and other wilderness legislation being considered by this Congress should become law, we will have not only a Congressionally designated wilderness system approaching 100 million acres, but also free reign for the Forest Service to add to it at its whim.

Special Management Areas

In addition to designating 1.4 million acres of new wilderness, this legislation also proposes to dictate the day-to-day, on-the--ground, site specific management of 8 areas totalling 611,000 acres. This direction is provided in S. 2055, notwithstanding the fact that Congress has already given land management policy direction to the

Forest Service in the form of the Multiple Use and Sustained Yield Act of 1960, and the Rangeland and Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976. Besides the clear direction of these statutory instructions, the Congress has seen fit to fund the employment of nearly 30,000 full--time employees nationwide in the Forest Service to implement these directions.

But still there is a perceived need to create special classifications and take the management of these lands out of the professional hands of the Forest Service for some undetermined amount of time, and possibly in perpetuity.

The statutory language provides that certain lands contain critical grizzly bear and elk habitat, recreation and wildlife values, scenic values, and opportunities for recreation; and therefore, these areas should be managed to enhance these resources, while permitting selected use, such as timber harvesting. This type of land management decision, however, is previsely the purpose of the Forest Plans developed under the RPA. But under those plans, the management decisions are dynamic and can change as conditions and needs change; not so with legislation. Forest management plans are developed under a disciplined process which requires that lands be managed for as many uses as possible, and that when allocations are made for single or few uses, the trade-offs must be recognized and analyzed. Further, such planning decisions are subject to appeal by parties adversely affected by the decision; again, not so of legislation.

We also object to the allowance for timber harvesting but not mineral development or other multiple uses. Mineral exploration and development has, in most cases, far less impact than timber harvesting, and we can see no justification for preventing mineral exploration, which flies in the face of multiple use mandates.

We do not question the authority of the Congress to create special classifications of lands. We believe that the classifications created in this bill remove the authority of the Forest Service to manage its lands, even though through its planning process, the Forest Service may likely reach the same conclusions about how these areas should be managed. The Forest planning process was developed under the guidance of Congress, and although we have had our differances with specific aspects of the process, we believe it is a fundamentally sound management structure. We also believe that the trained professionals within the Forest Service are best able to make on-the-ground decisions necessary to implement this system.

Thus, we respectfully submit that the process be allowed to work. We believe legislation should be limited to which areas should be designated as wilderness, and which areas should be released to non-wilderness multiple use, and it should leave the management of the remainder of the National Forest System to the Forest Service in accordance with existing Congressional mandates.

Reserved Water Rights

I would like to mention that we are pleased to see the protection provided for water rights in the legislation, and the fact that there is no express or implied reservation of water rights for the designation of wilderness. This is one area of a particularly problematic nature which must be addressed, and we support the bill's resolution of this question.

Conclusion

S. 2055 would add 1.4 million acres of land to the 3.9 million acres of wilderness already designated in the State of Idaho. Idaho has now--and will continue to have--the largest wilderness system in the lower 48 states. In our opinion, the extensive amount of acreage already in the National Wilderness Preservation System provides a superlative and diverse wilderness system with easy access for Idahoans and other Westerners. Coupled with the millions of acres of national parks, wildlife refuges, and other preservation classifications, the amount of land in the West already withdrawn from multiple use for environmental protection is staggering. We can, therefore, see no reason to make substantial additions to the wilderness system in Idaho, without prior adequate geologic evaluation.

Even though no producing formations have, as of yet, been located in Idaho, oil and gas exploration has benefited the economy of the state. The cost of drilling the recent exploration wells has run as high as Fifteen Million Dollars and average about Six Million Dollars. In addition, the oil and gas lease income to the state is currently about One-half Million Dollars per year. This is down from the peak of Four Million Dollars when crude oil prices were stronger. Compared to national budgets, this is insignificant, but remember that the state of Idaho's total budget is approximately Six Hundred Eighty Million Dollars. The royalties from a producing well could definitely be put to beneficial use in Idaho like our neighbors in the states of Montana, Wyoming and Utah have done.

RMOGA encourages the Idaho Delegation and this Subcommittee to develop a reasonable wilderness bill for Idaho: one which resolves the RARE II issue through permanent release language on nonwilderness lands along with wilderness designation; one which takes into account the resource potential of unexplored lands and maintains access to areas of high oil and gas potential; one which provides strong valid existing rights language, and prohibits the reservation of water or water rights for wilderness lands; and which recognizes that the best wilderness system is not necessarily the largest one that can be amassed. Given the significant resource potential of many of the lands being proposed for wilderness, and the already vast wilderness system in the states, it would seem imperative that some account be made for other needs of the state and the nation. This is particularly important now with the troubled economy of Idaho and surrounding states, and with our nation's growing dependence on foreign sources of energy.

Thank you very much, Mr. Chairman and Members of the Subcommittee, for the opportunity to present our views on this legislation. I will be happy to answer any questions you may have.

Senator McClure. Ladies and gentlemen, that completes the number of those who had signed up prior to noon on yesterday, which was the original published deadline. We have several who have indicated a desire to speak. From the first group, we will hear from John Borton, Diane Karban, Bob Stauts, Gwinn Rice and Burk Mantel.

John Borton.

[No response.]

Senator McClure. Diane Karban.

STATEMENT OF DIANE KARBAN

Ms. Karban. Senator McClure, I own a Honda 250XL; that's a dirt bike. And I'm speaking for a number of my friends who own dirt bikes. And we adamantly oppose the McClure-Andrus Bill. We wish there was more wilderness areas.

Dirt bikes are fun, sir. But there's a place for them; in the White Cloud Mountains especially is no place for dirt bikes.

There are more roads in Idaho to ride dirt bikes than any of you can imagine, and I've been on a lot of them. And I've never been on them twice. There's plenty out there for us to all share.

Please reconsider what you're doing in the White Clouds. It's wrong. They need to be preserved.

Senator McClure. Thank you.

[The prepared statement of Ms. Karban follows:]

March 10, 1988

Sub-committee on Public Lands
RM. S.D. 308
Dirksen Senate Office Bld.
Washington, D.C. 20510

Dear Senators,

I do not support the McClure/Andrus Wilderness Bill S. 2055. I do support the Idaho Wildlands Defense Coalitions Proposal - The Kostmayer Bill HR. 1512.

I am exceedingly frustrated right now. Hundreds of typed words are now in the waste basket. I keep trying to think of those magical statements I could make that would save the White Cloud Mountains from this gross injustice, but they don't come. It is incredible that the existence of this roadless area is even Jeopardized. What is going on people, that you would even think of taking this treasure from future generations. Please reconsider. The White Clouds is no place for ORV's .

Sincerely,

Diane Karban
Box 4607
Ketchum, Id 83340

Senator McCLURE. Bob Stauts.

STATEMENT OF BOB STAUTS

Mr. STAUTS. I would like to address this committee today on what the view of the local businessman is, dependent upon the economy of Idaho for his livelihood.

Although I'm dependent on growth in the business sector, I want to place my future with the wilderness as the drawing card of Idaho's economy. By that, I mean as to both international and national drawing of individuals to come here and spend their moneys, and for local people, on recreation, to provide a lot of outdoor opportunities for both the nation and the world as a whole.

I oppose Bill S.2055 in its present form because, in my vision, the future of growth here lies in tourism and visitor hours.

I believe that the bill narrows the wilderness too far. I wish to see more wilderness.

Senator McCLURE. Thank you.

Gwinn Rice.

STATEMENT OF GWINN RICE

Mr. RICE. Thank you, Honorable Chairman, Senator McClure, and Congressman Craig. I'm a five-generation farmer in Camas and Elmore Counties, and I was late with my report, but it is here. I'll read what I have, because I feel it is important to our county.

I'm writing this testimony to be a part of the hearing of March 11th, 1988. Included is my letter to the editor and one other thing.

My wife and I just finished a 3,200 mile drive through Nevada, Arizona, California and Oregon. From information on agriculture and forest lands, which are renewable resources, nowhere did we see any other people trying to influence others to take away their lands.

It is time for Idaho people and governing people to listen to Idaho people only. We should not protect any of Idaho for others who only want it for selfish pleasures; in particular 47,000 acres in the Trinities and 40,000 acres in the Lime Creek area are my home country.

We cannot afford or allow livelihoods or economy to be locked up for wilderness. Your plan would put a whole area of people out of business, and homes. What a price to pay for a few few rich and selfish people. We do not want a repeat of what happened in Alaska.

Thank you for letting me have this chance of testifying, and I am privileged to be here today.

[Applause.]

Senator McCLURE. Thank you.

Burk Mantel.

STATEMENT OF BURK MANTEL

Mr. MANTEL. My name is Burk Mantel. I live at 2508 Hayden Way in Boise.

I thank Senator Bumpers and his assistant, Beth Norcross, for giving Idahoans an opportunity to express their opinions on Senate Bill 2055. Your presence at these hearings is especially important since Senator McClure has told Idahoans he'll entertain no significant changes in what I feel is a terrible bill.

My primary criticism is the omission of protection for key wildlife areas recommended by the Idaho Fish and Game Commission. Of the Commission's 1.8-million acre proposal, this bill includes only about 661,000 acres, or about 40 percent. 1,143,375 acres, or about 60 percent, is not included. The omission of these areas is particularly egregious considering that they should be the bottom line for an Idaho wilderness bill.

The Commission told Congress in making this recommendation that they recommended areas, quote, "solely on their merits as critical wildlife habitat or recreation areas."

The Commission has recommended that only the most critical of the 1.8 of the remaining 8.2-million acres of roadless lands be classified as wilderness.

I have attached a list of the Commission's recommended areas and acreages and hope that you will include them in all—include all of them in any wilderness bill approved by this committee.

In addition, the South Fork of the Salmon River and French Creek should be designated wilderness, something the Commission didn't do because it was assumed that they would be protected under the forest plans. Their wild steelhead and salmon, the grey wolves, spotted owls, bald eagles, elk, big horn sheep and mountain goats will all suffer reductions from the intensive development plan for them under the forest plans and SB2055.

Please remember, Ms. Norcross, that these are national lands belonging to all Americans, not just Idahoans. Please help preserve them. Thank you.

[Applause.]

Senator McClure. Thank you.

[The attachments follow:]

ATTACHMENT (1 of 6) TO STATEMEN
OF JERRY CONLEY, DIRECTOR, IDAH
DEPARTMENT OF FISH AND GAME
JUNE 14, 1984

IDAHO FISH AND GAME COMMISSION

AREAS RECOMMENDED FOR WILDERNESS DESIGNATION

1. July 22, 1983:

Roadless Area Number	Roadless Area Name	Approximate Acres
Panhandle National Forest		
A1.981	Selmo-Priest	14,678
Panhandle and Clearwater National Forests		
A1.300	Mallard-Larkins	13,975
B1.300	Mallard-Larkins	60,881
C1.300	Mallard-Larkins	12,167
P1.300	Mallard-Larkins	69,045
		156,068
Clearwater National Forest		
Q1.381	Hoodoo	100,100
1.306	Bighorn-Weitas (237,500) Cayuse Creek drainage only	79,300
B1.301	Kelly	29,400
1.305	Moose Mtn.	18,373 7
Boise and Sawtooth National Forests		
E4.061	Ten Mile E Sawtooth	22,016
E4.061	Ten Mile E Boise	18,983
		40,999
Challis National Forest		
14.210	Borah Peak	119,864
	Subtotal	558,782

185,180 - Mallard-Larkin

240,000 BWRC

2. March 21, 1984:
(Areas Formerly Recommended for Roadless or Further Planning Category)

Roadless Area Number	Roadless Area Name	Approximate Acres
Panhandle National Forests		
E1.300	Mallard-Larkin	12,677
G1.300	Mallard-Larkin	16,435
1.147	North Fork	32,100
A1.799	Sheep Mtn.-State Line	21,091
B1.799	Sheep Mtn.-State Line	9,049
1.137	Lost Creek	11,600
Clearwater National Forest		
Q1.306	Bighorn-Wietas (portion outside Cayuse Cr. drainage)	152,200
1.302	Meadow Cr.-Upper North Fork	47,200
1.308	Weir Cr.-Post Office	27,200
Nezperce National Forest		
1.922	Rapid River	28,100
Payette National Forest		
4.922	Rapid River	123,400
Boise National Forest		
W4.061	Ten Mile West	85,424
Sawtooth National Forest		
14.553	S. Boise-Yuba (INT)	87,330
W4.201	Pioneer Mtn.	62,392
Caribou National Forest		
4.161	Caribou City	84,120
4.162	Stump Creek	103,640
4.615	Bear Creek	20,150

2. March 21, 1984 (cont.):

Roadless Area Name	Name		Approximate Acres
Targhee Naional Forest			
4.616	Poker Peak		18,600
4.611	Garn's Mtn.		114,790
4.615	Bear Creek		78,700
Salmon National Forest			
4.942	Anderson Mt.		18,340
N4.943	NW Bighole		7,190
M4.943	Middle W Bighole		44,505
		Subtotal	1,206,233

3. May 17, 1984:

(Additions in Salmo-Priest and Elk Summit Areas)

Panhandle National Forests			
81.981	Salmo-Priest		4,922
Clearwater National Forest			
1.309	NF Spruce-White Sands	(portions of White Sand Cr. drainage)*	35,089
X1.314	Sneakfoot Meadows		
		Subtotal	40,011
		Cumulative Total	1,805,026

*E side of White Sand Cr. drainage from Trail #47 upstream to Colt Cr.; entire White Sand Cr. drainage upstream from Colt Cr.; S side of Colt Cr. drainage upstream to the Elk Summit road; entire Colt Cr. drainage upstream from the Elk Summit road.

ATTACHMENT (2 of 6) TO STATEMENT
OF JERRY CONLEY, DIRECTOR, IDAHO
DEPARTMENT OF FISH AND GAME
JUNE 14, 1984

Agenda Item 58

Commissioner ________ moved, Commissioner ____________ seconded, and the motion passed ADOPTING THE FOLLOWING POSITION REGARDING NATIONAL FOREST ROADLESS AREAS AND WILDERNESS.

DURING HEARINGS CONCERNING NATIONAL FOREST ROADLESS AREAS AND WILDERNESS LEGISLATION HELD IN AUGUST, 1983, THE COMMISSION RECOMMENDED THAT .6 MILLION ACRES IN ELEVEN ROADLESS AREAS SHOULD BE DESIGNATED AS WILDERNESS AND THAT 1.2 MILLION ACRES IN 23 ROADLESS AREAS NEED NOT BE DESIGNATED WILDERNESS BUT SHOULD REMAIN ROADLESS.

THIS POSITION WAS BASED ON THE ASSUMPTION THAT EVALUATION OF LAND CAPABILITY AND ECONOMICS IN THE NORMAL FOREST PLANNING PROCESS WOULD ALLOCATE MANY AREAS TO ROADLESS PRESCRIPTIONS AND PROVIDE FOR RECONSIDERATION OF SUCH AREAS FOR WILDERNESS IN FUTURE PLAN REVISIONS.

IN JANUARY, 1984 THE U.S. FOREST SERVICE ISSUED A DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS) ON THE RESOURCES PLANNING ACT PROGRAM FOR 1985-2030 (RPA-85) WHICH WILL ULTIMATELY DETERMINE MANAGEMENT DIRECTION FOR THE ENTIRE NATIONAL FOREST SYSTEM AND SUBSTANTIALLY AFFECT THE FUTURE OF WILDLIFE AND HUNTING AND FISHING IN IDAHO. THIS DOCUMENT INCLUDES UNREALISTICALLY LOW ECONOMIC VALUES FOR WILDLIFE AND RECREATION AND THEREFORE DISTORTS THE RELATIVE VALUES IN FAVOR OF TIMBER. THIS INCREASES THE PROBABILITY THAT TIMBER HARVEST WITH ITS ASSOCIATED ROAD CONSTRUCTION WOULD BE PROGRAMMED FOR AREAS THAT WOULD OTHERWISE REMAIN ROADLESS UNDER A MORE REALISTIC EVALUATION.

Senator McClure. We will next hear from Elise Lufkin, Mike Morris, Alan Easom, Jim Johnston and Sharon Campbell.

Following this group, we'll hear from Gary Stitzinger, Chuck Wells, Lisa Lombardi, John Allen, Chris Johnson and Tom Menten. Elise Lufkin.

STATEMENT OF ELISE LUFKIN

Ms. Lufkin. I spent my childhood vacationing in Idaho, and I moved here four years ago largely because of the wilderness and the serenity that it provides. I live in Idaho. I spend money in Idaho. I contribute to Idaho's economy.

And I oppose the McClure-Andrus Wilderness Bill S. 2055 because it does not designate enough roadless land as wilderness. Wilderness is an irreplaceable asset for Idaho, both for economic and our spiritual well-being.

My business is directly tied to the tourists it attracts. My happiness is directly tied to the joy it provides.

I'm sorry that Governor Andrus left. I voted for him largely because of his history of environmental concern. It was a vote I would have to reconsider today. I'm deeply disappointed in Governor Andrus.

In closing, I state my support for increased wilderness area, particularly in the Pioneers and the the Boulder-White Clouds, and for Idaho Wildlands Defense Coalition's proposal, the Kostmeyer Bill H.R. 1512.

Thank you for the opportunity to testify.

Senator McClure. Thank you.

Mike Morris.

STATEMENT OF MIKE MORRIS

Mr. Morris. My name is Mike Morris, and I'm a student at North Junior High.

I'm against this proposal for one good reason. A good wildlife proposal would have much more land included. This is simply not enough to ensure a reasonable wildlife habitat. All people need wilderness. Wilderness is just not for the few; it is for everyone. Everyone as in the old, the young, the hunter; everyone except for those who would want to do harm to it. Think about this. People never appreciate what they have until they lose it. Let's not let this happen to the Gem State.

Senator McClure. Thank you.

Alan Easom.

STATEMENT OF ALAN EASOM

Mr. Easom. Most folks know me as Sparky, and I'm from Stanley, not Boise, as the roster indicates. It's a nice place to visit, but I don't live here.

For the past 16 years I've managed to make a living as a guide on wilderness rivers in the west. For the past nine years I've been guiding on or near wilderness in Idaho. So you can't convince me that wilderness is land of no use; my livelihood depends on it.

Senate Bill 2055 has some good provisions, though, in my view, it has some ill-considered provisions also.

I was disappointed that the Lemhi Mountain range was excluded. Please designate it as wilderness.

I have grave misgivings about some of the special management language, timber harvest on the South Fork at the expense of anadromous fish. Please, no.

I have some grave misgivings about miscellaneous provisions, also. As a river guide, I know there is a vital relationship between wilderness and water. Water is the lifeblood of wilderness. It would be a fatal mistake to separate wilderness from its water rights. Please delete Section 302(a).

People I accompany on wilderness outings experience a profound sense of wonder, freedom, whatever you want to call it. It's the kind of feeling you can get only when you're in or at the edge of a wild place, I feel.

I believe that wilderness is essential to the health of the human spirit. Wilderness is essential to the environmental health of the planet. Thank you.

[Applause.]

Senator McClure. Thank you.

Jim Johnston.

STATEMENT OF JIM JOHNSTON

Mr. Johnston. Thank you, ladies and gentlemen, for giving me the opportunity to speak before you all today.

Please consider the following letter as witness testimony to Senate Bill 2055, Idaho Forest Management Act of 1988.

Being from McCall, Idaho and intimately familiar with the Payette National Forest, I would appreciate being on record as vehemently opposed to the entire Section 103 of S. 2055; specifically, Section 103(a)(1) and 103(a)(5).

Generally, Section 103 violates individual rights by legislating against existing laws already passed by Congress; i.e., Forest Management Act, Endangered Species Act and Wilderness Act.

No less important, this bill undermines the integrity of the Payette Completion by omitting the French Creek, Patrick Butte area, an intensely beautiful area in drastic need of protection and wilderness designation.

Until the Forest Service manages its lands wisely, I feel it's a grave mistake to pass its management plans in the guise of the wilderness bill.

Senator McClure. Thank you.

Sharon Campbell.

STATEMENT OF SHARON CAMPBELL

Ms. Campbell. I thank you for the opportunity to testify. I'm a backpacker and a hunter. This year, God willing, I set out with my father to get my first deer thinking there were plenty. We traveled 250 miles in the Coeur d'Alenes and saw tire tracks and vibrant souls but only tracked a sick deer. I did not get that deer.

North Idaho was littered with animal carcasses dumped by the road. Early one morning we found a bloated moose left to rot, obviously taken illegally.

Poaching is a very large problem in Idaho, as you know. These old logging roads are the reason the game was taken so easily. If the poachers had to carry the game out on their backs, there would not be such a problem. They would also be much easier to catch.

Please stop poaching by not building roads. White Clouds, Pahsimeroi and Salmon River are my favorite areas. I support the Idaho Wildlands Defense Coalition and the Idaho Conservation League. Thank you very much.

Senator McClure. Thank you very much.

Thank you for your testimony. We have, I think, six more people on the list. We will go back at the end of that and see if there are any of those who are on the list who were not here when we called their name originally.

Gary Stitzinger, Chuck Wells, Lisa Lombardi, John Allen, Chris Johnson. And I think Tom Menten, who was on the list earlier is here now.

Gary Stitzinger.

STATEMENT OF GARY W. STITZINGER

Mr. Stitzinger. My name is Gary Stitzinger. I'm a 20-year resident of Idaho, an Idaho property owner and am employed by the City of Ketchum as a fireman.

I came to Idaho to live because of the aesthetic, pristine and healthy environmental qualities. I did not move to Idaho because of its economic possibilities or developmental potential. I came here to live in its clean area, with its clear water and upon its relatively untrammelled landscape. And I've decided to fight for those qualities.

The McClure-Andrus Forest Management Act does not do justice to preserving and/or protecting the environmental qualities Idaho is famous for. It merely commits a very few incomplete, albeit scenic areas to the land bank and throws open the doors to economically questionable and environmentally detrimental development of areas probably better suited to wilderness status.

Why have the Smoky and Boulder Mountains been omitted from wilderness status? Why has so little of the White Clouds and Pioneers been included? Why have environmentally vital and sound areas been carved up into economically developable units without regard to their capacities as wildlife habitat, fisheries or complete watersheds? Are not the capacities for fish, wildlife and clean "air" also vital?

I suggest that the McClure-Andrus Forest Management Act does little to protect our quality of life and far more to degrade it.

I came to Idaho to live with the wild and the untamed. I did not come here to try and use it up as fast as possible.

I oppose the McClure-Andrus Forest Management Act.

Senator McClure. Thank you.

Chuck Wells.

STATEMENT OF CHARLES WELLS

Mr. Wells. Senator McClure, Congressman Craig, my name is Chuck Wells. And like many of you here today, I also took a day off from work to come down here and listen to the people testifying and to express my own personal opinion.

Listening to the diverse opinions here today, I think that Senator McClure and Governor Andrus have taken on a monumental task in trying to establish a balance in the use of our resources.

Trail bike use in the proposed areas have taken place for over 30 years, and these areas still meet the wilderness criteria. We have an excellent resource here and properly-constructed trails that are maintained, will accommodate all types of use with minimal problems.

Idaho has over 100,000 off-road vehicle recreationists that contribute over $50-million per year to Idaho's economy, and they need consideration also.

24 years ago there were over 18,000 miles of trail open to trail bikes in the state of Idaho. Today there are just barely over 8,000 miles left open. It looks to me like there's already been a lot of compromise taken place.

This bill not only provides for environmental protection, but it does so while providing for many uses. Properly constructed and maintained trails will accommodate all types of uses with minimal problems. So when you finally disregard the distorted facts about ORV use, you can see that the main issue is philosophical and not environmental.

I submit my typed testimony to offer some suggestions. Thank you.

Senator McClure. Your written comments will be made a part of the record and whatever is attached to it will be made a part of our file. Thank you.

[The prepared statement of Mr. Wells follows:]

Dear Senators:

As one of Idaho's most avid and active trailbike and snowmobile recreationists, I am opposed to any additional wilderness or special management areas that exclude trailbike or snowmobile use. I am very concerned about the protection of our environment and I don't think wilderness is the only way to protect it. Special management areas are a step in the right direction if they allow trailbike and snowmobile use.

Claims by some environmentalists about trailbike and snowmobile damage are grossly exaggerated and the real reason they don't want us there is philosophical, not environmental. We have proven in many areas that trails managed for trailbikes and snowmobiles are just as environmentally sound as any other trail system. Over 2 million dollars of Idaho's Off-Road Motor Vehicle (ORMV) Fund has been used to manage trailbike trail systems successfully and some of the areas proposed in this legislation are areas ORMV funds have been spent.

The following areas in this proposal that have had ORMV funds spent in them are; the Trinities, Lime Creek, and the Palisades, and these areas are still worthy of wilderness or special management proposal, so the trailbike and snowmobile use hasn't been too detrimental.

Now, as we look at what is proposed there are several things that can be done to make it as acceptable as possible to Idaho's trailbikers and snowmobilers.

Mallard larkenses - There are very few roadless areas where trailbikes can operate, so this area should be a special management area with emphasis on recreation allowing trailbike use on designated trails.

Secesh - Make this area a special management area and allow trailbike use on existing trails used by trailbikes.

Payette Crest (Needles) - Make this area a special management area with trailbike use on trails presently being used by trailbikes.

French Creek/Patrick Butte - Make sure that this special mangement area allows trailbike use on existing trails and is open to snowmobile use.

Snowbank - This should be a special management area as it in no way offers a wilderness experience.

Sawtooth Addition (Red Mtns.) - Make sure that the Kirkham Ridge/Link trails #144 and 148 along the east and southeast boundaries are outside of the boundary, thus allowing continued trailbike use on trails tht have had ORMV funds spent on them. (Hanson Lakes) OK as proposed.

Trinities - A very popular trailbike and snowmobile area that should be put into the special management area classification, but if it remains as proposed, it is very impotant to make sure that the trailbike trails on the perimeter of the proposal remain outside of the boundary so that trailbike use can continue. These trails include trail #127 on the northwest side, trail #123 in the corridor, trail #122 (Sheep Cr.) on the north boundary, trail #176 Bear Hole trail, trail #172 the Cross Cut trail and #270 the Greens Creek trail.

Lime Creek - This special management area has had many ORMV projects in it and the present use should remain the same, allowing trailbike use on existing trails and snowmobile use over the entire area.

Smokey Mtns. - Special management area is presently a restricted area under Forest Service management with no trailbike use on certain designated trails only and this area should remain with the same desigated trail use.

Sawtooth Completion - (Ten Mile with Black Warrior) This is OK, except you need to make sure that the following trails on the boundaries are kept outside of the boundary when its drawn up: trail #050 Horse Heaven in the corridor, trail #052 Lodgepole trail along the southwest boundary, trail #051 on the southwest boundary and trail #053 Eagle Creek on the southwest boundary.

White Clouds - The Cermania Creek trail #111 corridor is great and you need to make sure that trails along the boundary are kept outside of the boundary so that trailbike use is continued. Those trails are Grand Prize trail #112, trail #047 and trail #682 as well as any other perimeter trails.

Italian Peaks - Should be a special management area instead of wilderness.

Lionhead - An area that is very important to the economy of West Yellowstone and their snowmobile business so this area should be open to snowmobile use.

Palisades - This area is a great trailbiking area and is very important to the eastern Idaho trailbike riders and it has had ORMV funds spent in there, so this should be a special management area.

In conclusion, this proposal is unfair as it takes areas away from trailbikers and snowmobilers, but if you must do so, please give some consideration in those areas that I have mentioned.

Charles Wells
3943 Canfield ave
Boise Id. 83706

Senator McCLURE. Lisa Lombardi.

STATEMENT OF LISA LOMBARDI

Ms. LOMBARDI. First of all, I would like to thank the members of the committee who are still here. I realize it has been a long day. Thank you very much for hearing us.

I am submitting my substantive testimony later in written form, but I do have some recommendations.

First, for Ms. Norcross to Senator Bumpers, to kill this bill. And along with that I'll also ask that Senator Bumpers ask the timber industry representatives while they are testifying to Congress to outline the industry's explicit commitment to community stability in Idaho; not harvest rotational stability, not their bottom-line profit, but annual stability of our community, and to relate the harvest level inserted in this bill to that issue. I would like to see that addressed in the congressional hearings.

My second recommendation is to Governor Andrus, who I'm sorry is not here. Next time I would like to see Governor Andrus include the environmental community in the process of designing the wilderness bill. Take a page from our neighbor state of Washington's book. These are obviously vital issues to the environmental community, and we should be present. Let us present our concerns and areas of interest at the table and let us decide where our areas of compromise are.

My third recommendation is to Senator McClure. I respectfully suggest that you go back to Washington, D.C. You're not an Idahoan anymore, and neither are the large timber companies whose interests you so ably represent. In fact, I'm sure you hold us hayseed Idahoans in contempt.

As this hearing shows from four years ago, you don't listen to us. You think we can't read. You think we can't add. You think we don't know dog meat when we see it.

I feel this new proposal is dog meat. Subverting the forest planning process, alienating wilderness water rights, special management areas are political chicanery and skulduggery. You might be used to that where you're from, but we average Idahoans don't operate that way. And we can read, and we can add. Fiction and fractions is all we've gotten from you for 10 years on this issue, and we're tired of it. We'd like to see honest words and honest numbers. Thank you.

[Applause.]

Senator McCLURE. Thank you.

John Allen.

STATEMENT OF JOHN ALLEN

Mr. ALLEN. Senator McClure, Congressman Craig and other members of the panel. I'm John Allen of Boise.

I would like to thank you, Senator McClure and Governor Andrus, for your efforts in drafting Senate Bill 2055.

I would like to express the following concerns about that bill:

First, I would like to comment on Crystal Lake, which is found on an isolated plateau above Slick Rock east of McCall. This is a true wilderness area and should be included in the Secesh wilderness area. This would require an extension of the southwest part of that area.

With the steep slopes and lack of trails in this area, hiking is the only possible method of access, so there shouldn't really be that many conflicts.

I support the compromise presented by the Idaho Wildlands Defense Coalition. Please change your special management designation for French Creek and Patrick Butte as well as South Fork of the Salmon River to wilderness. These are extremely important wildlife areas. Let's not, for example, put more sediment into the South Fork. Thank you.

[Applause.]

Senator McClure. Thank you.

Chris Johnson.

STATEMENT OF CHRIS JOHNSON

Mr. Johnson. Thank you. My name is Chris Johnson, and I'm here today as a concerned individual. I've been a resident of central Idaho and frequent user of Idaho's wild unroaded lands for 10 years.

I'd like to start out by saying that I do not support Senate Bill 2055. My lack of support for this bill is due in part to some of the boundary lines drawn in areas that I am familiar with.

For example, boundary lines drawn in the White Clouds area virtually split this area in two, thus losing its continuity and so much of its valued wilderness. These boundary lines appear to be drawn heavily favoring ORV use. Why is this so when ORV use is such a small portion of the total use in that area?

Adjoining the White Cloud area are the Boulder Mountains. I feel the Boulder Mountains, as they are, is one of the reasons many tourists visit the Sun Valley area of central Idaho. Sun Valley depends on these mountains as well as many others, like the Pioneers and the Smokies, for their tourist based economy. The Boulder Mountains receive virtually no wilderness designation.

Another area I must mention is the South Fork of the Salmon special management area. I feel this area should be better protected for its value as a fishery. Let's not once again hurt this environment through logging and the resulting sedimentation. This area will not be protected and managed so as to preserve its natural condition. That protection and management is the purpose of a wilderness bill.

Last, but possibly most important, are my feelings concerning all the special management's classifications. Special management's definition of a road, its possible forest management without public review, and questionable wilderness water rights have no place in an Idaho wilderness bill.

Last year when I first read H.R. 1512, I was disappointed. I felt it fell far short. But now I see it's a reasonable compromise for Idaho's wilderness bill.

In closing, I feel Senate Bill 2055 has not done justice to this country's 9.3-million acres of wild unroaded Forest Service land and should not be Idaho's chapter of this country's Wilderness Act. Thank you.

Senator McClure. Thank you very much.

Tom Menten.

STATEMENT OF TOM MENTEN

Mr. Menten. I'm Tom Menten. Thank you, Senator McClure.

I believe that both you and Governor Andrus deserve appreciation for considerable time and effort that's apparently been devoted to this issue.

I do have a concern for the apparent haphazard and rushed nature of these hearings and of this entire review process.

I called both the Senators—your office, and the Governor's office at least twice to try to obtain a copy of this bill, which I've not seen before today.

Senator McClure. It has been available before today.

Mr. Menten. I'm sure it has been available, probably for the last week or so. And I agree that I probably could have gotten it in the last several days. I think that's pretty rushed availability nonetheless.

I think everyone uses wilderness, even from the myopic point of view that these lands are here only for human use. And I think, therefore, it's to our advantage to protect what little—and precious little, I think—that's still left, especially in Idaho. I support wilderness protection, and I do not favor what I understand to be the legislative wilderness destruction that I'm told is contained in this bill. So, therefore, I'd oppose Bill 2055. Thank you.

Senator McClure. Thank you.

We thank you for your testimony.

Is Mr. Rick Parrott here? Mr. Parrott has indicated a desire to testify.

While he's coming forward, let me go through the names of those who were on the list who have not testified: Ernest Lombard, Earl Putman, Alan Reynolds, Sheldon Bluestein, Richard Meis, Jerry Means, Tim Kesinger, Darwin Chaffin, Michael Breen, Charles Shinn, David Lister, Bruce Bowler, Barbara Beard, Duane Parkinson, Bruce Purdy—excuse me, Brad Purdy, Patricia Klahr, Tom Blanchard, Doug Gardner, Brad Stein, Arlene Morris, Kelly Olson, Lee Daniels, John Borton.

All right. I think first on our list is Rick Parrott.

STATEMENT OF RICK PARROTT

Mr. Parrott. It's difficult to——

Senator McClure. Would you use the other mike as well, please?

Mr. Parrott. It's difficult to briefly summarize my feelings on this issue, but here we go.

I came to Idaho basically because of its wilderness areas. I am the owner of a furniture manufacturing company here in Boise. It's dependent upon the timber industry for the supply of raw materials.

I speak out for the sake of wilderness. I believe it is the responsibility of Idaho and the U.S. Government as part of America and the planet earth to protect these last remaining natural lands in an undisturbed state. They're integral keys to the survival of ourselves and this planet.

It is important to understand the wilderness designation turns away no one who cannot get the same from our national forest lands.

There are those who feel threatened by limited access to these wildlands. I have heard few arguments against wilderness designation that seem to carry enough weight to justify the loss of these fragile ecosystem.

Case in point: The recreational vehicle experience at the edge of wilderness is closer to a true wilderness experience than that in the heart of an area that is no longer wilderness at all.

Industry also seeks access to wilderness lands because of its own inability to deal with limited resources, a problem they will inevitably face at some point in time. Their education cannot be at the expense of wilderness.

Wilderness has no second chances. It is an invaluable resource for future generations. They will never understand the selfish decision that would allow these lands to be changed forever.

I oppose this bill as it stands.

I did have one question; if you guys knew what that mural behind you represented.

Thank you.

Senator McClure. Earnest Lombard.

STATEMENT OF EARNEST LOMBARD

Mr. Lombard. Senator McClure, Congressman Craig, I'll be brief. I spoke to you earlier today representing a Blue Ribbon Coalition point of view.

I'd really like to speak to you now on an issue that relates to me specifically, and that is, in the Red Mountain, the Lowman-Miller Mountain area, the part of the thing that is billed as the completion of the SNRA wilderness area—well, recreation area, excuse me.

This area is billed as a completion of that. I really don't have any great problem with this area becoming a wilderness area and receiving some protections that perhaps that would allow. But I would ask for your consideration of the trail system that exists in that area. Perhaps a designation other than wilderness that would be more appropriate would be primitive motorized.

Of special concern is the Kirkham Ridge Trail, Lower Mountain Trail and Link's Trail which connect to Bull Trout Lake in the Lowman area, and then connect into Warm Spring Creek and carry themselves back down to the Point of "Maguney."

The Kirkham Ridge Trail starts at an established campground just a short distance out of the community of Lowman itself. The trail system was built with ORV funds. A number of projects have been done on this systems starting back in 1979 and continuing through today.

The trail system was developed through a new user concept in the Red Mountain area, and people who wished to hike up through the high mountain lakes in that area have a separate access road that carries them very close to the peaks, and they have a short-day hike up to the lake.

Conversely, the users of the Kirkham-Miller Mountain trails start at Lowman and have approximately 10 miles of a fairly primitive mountain road to be transversed before they come to the trail head. Once reaching the trail head, we travel 20 miles past the side of Red Mountain and not interfering at all upon the foot traffic and then continuing on to Bull Trout Lake. It's a very—Bull Trout Lake is a very popular recreation area for all types of users: mountain bicycling, horseback riding, et cetera.

Senator McClure. Thank you very much. We will make the remaining portion of your prepared testimony a part of the record.

Mr. Lombard. Sure. Thank you, Senator.

Senator McClure. Thank you.

[The prepared statement of Mr. Lombard follows:]

ERNEST LOMBARD, PRESIDENT-ELECT
TREASURE VALLEY TRAIL MACHINE ASSOCIATION
WILDERNESS TESTIMONY

Ladies and Gentlemen, I would like to touch on a very specific issue that relates to me personally and something the T.V.T.M.A. feels very strongly about. A certain area that I use a great deal both on horseback, mountain bicycling and with a trailbike, that is the Red Mountain area, the area out of Loman, between Loman and Red Mountain, Bulltrout Lake and Warm Springs Creek.

This area is billed in the Wilderness Proposal as the completion of the Sawtooth National Recreation Area. I have really do not have any great problem with this area becoming a wilderness area and receiving some of the protections that perhaps that will allow, but I would ask for consideration of the trail system that exists in that area today. Perhaps a better designation would be **"primitive motorized"**.

Of special concern is the Kirkham Ridge Trail, the Miller Mountain Trail, and the Links Trail which connect into Bulltrout Lake from the Loman area and then connect into the Warm Spring Creek system and carry themselves back down to the point of beginning. The Kirkham Ridge Trail starts at an established campground just a short distance out of the community of Loman itself, this trail system was built by O.R.V. funds, a number of projects have been done on this system starting back in 1979 and continuing through today.

The trail system was developed to remove user conflicts from the Red Mountain area. The people who wished to hike up to the high mountain lakes in the Red Mountain area have separate access off of a road system that carries them very close to those peaks and they have a short day hike up to the lakes. Conversely, the users of Kirkham Ridge Miller mountain trail start out at Loman and have approximately 10 miles of fairly primative mountain road to transverse before we come to the trail head. Once reaching the trail head, we travel another 20 miles past one side of Red Mountain, not infringing at all on the foot traffic that is going up to the lakes, and we are able to carry on into Bulltrout Lake, which is a very popular recreation and camping area for RV users, as well as, mountain bicycling and horseback use.

The improvements that were accomplished to the trail through O.R.V. funds were a number of bridges across some delicate stream areas and a bridging across critical soft meadow areas. These improvements benefit all the users not just the trailbike users. They also benefit the mountain biker who finds this a popular place to ride, as well as the horseback use, which helps prevent damage to the meadows by the continued horse traffic.

This trail system is one that works very well for multiple use. Typically, when I hike, **a good hike in one day is about 10 miles** and I feel that probably that that is a general sort of concensus. **A good horseback ride for me is 20 miles**, which is the distance involved in the Bulltrout Lake down to the trail head at Warm Springs Creek for instances. **A good trailbike ride** can be a greater length than that, it really can be a **60 or 70 mile** ride. The trail system that is afforded by the Kirkham Ridge, Miller Mountain and then Warm Springs Creek forms a loop that is approximately 70 miles long and is a very nice full days ride. This trail system is important to us because of its length, location and convenience to the campgrounds. It is important to us for another reason, we really are not allowed to use our trailbikes in the Sawtooth Wilderness area, but we are afforded a view of them because the Kirkham Ridge trail does in fact follow the ridge and for a distance we are able to ride along and view the Sawtooths from afar.

The length of the trail itself is one of the things that prevents much foot traffic and really makes it conducive to the more strenuous and longer distance traveler like horses or trailbikes. The trail is in excellent condition.

This trail system to the motorcyclist and mountain biker is the same kind of resource to us as the Payette River is to kayakers and floaters. It is a very exciting, challenging and rewarding wilderness experience. We feel that our use of this particular trail system is every bit as valid and important to us as the river is to its users.

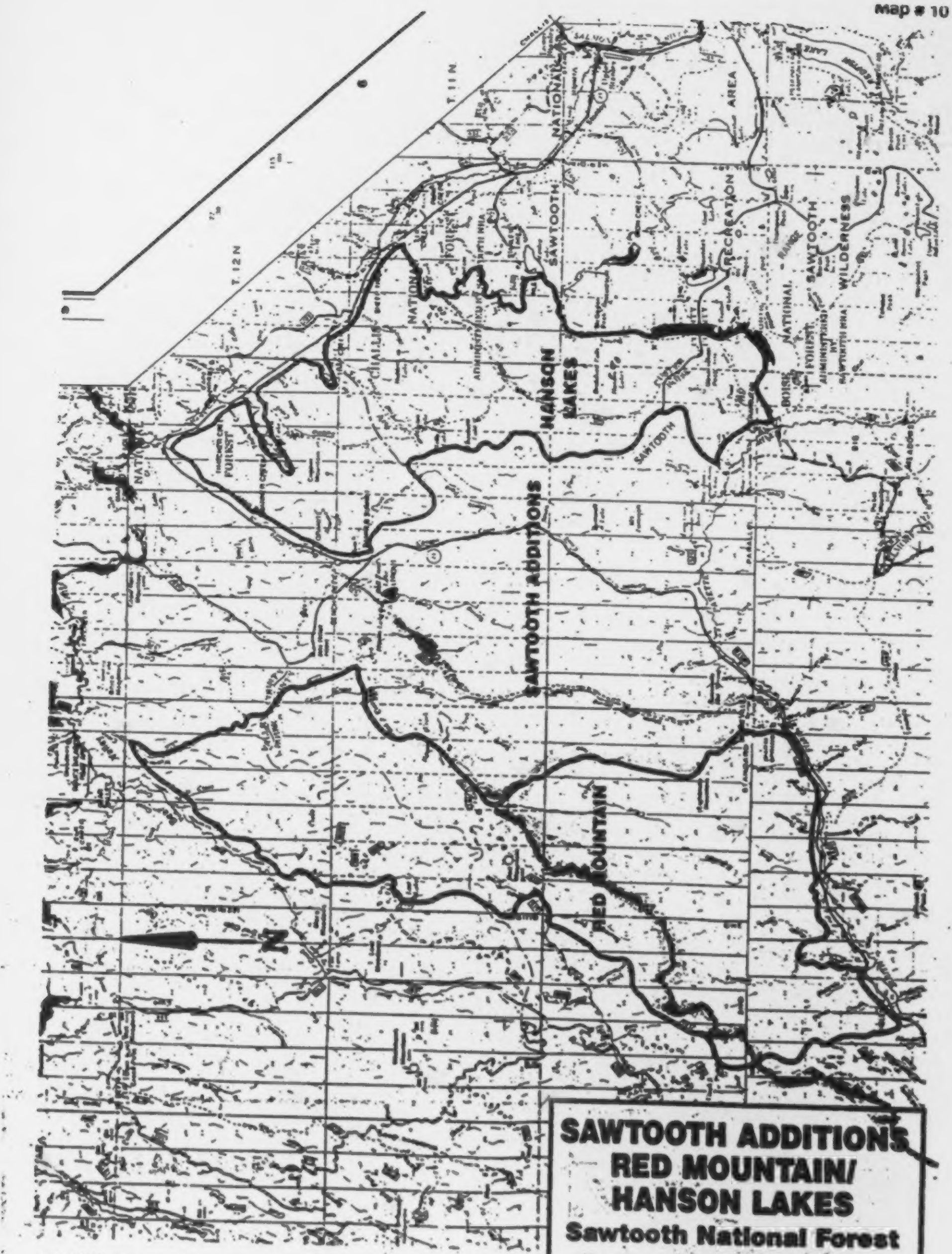
We feel that the Kirkham Ridge Trail corridor could be left through the wilderness area as it creates no conflict whatsoever with the concept of it being managed as a premitive or wilderness designation. In regards to the Links Trail, it is difficult to assertain whether it is actually in the proposed wilderness area or not. It appears to be at the border of that particular wilderness section. One of the things that we want to strongly stress is that anywhere that a wilderness comes up to a trail system, that the trail system be excluded from the wilderness, rather than be just inside the wilderness as it is in so much of the Sawtooth National Recreation area. Many of the trails which were open and usable by the trailbike riders were closed off because they merely 15 or 20 feet within that particular area rather than being on the border and being excluded from that area.

It was my understanding that it was a philosophy and the policy of the drafters of this Bill that those trails that border wilderness areas would not be in the wilderness area.

We are very content to confine ourselves to designated trail systems, but we really do not care to travel up a trail and turn around and come right back down the same trail again. It doubles the amount of use on that trail, doubles the amount the potential for user conflict on that particular trail and takes something away from the experience of the ride itself, you repeat the same terraine that you just saw. Under the loop system we are able to enjoy in this particular area. The ridge to view from afar and on the way back we can enjoy the view from the bottom of the canyon looking back up the canyon itself at a whole different perspective. This is a very important trail system to us, one of the most important trail systems in the State of Idaho, one of the most beautiful trail systems, at least from our point of view, as a long loop system for the R.V. user and would stress very strongly our desire that this trail system be maintained as it is now.

Thank you.

Ernest J. Lombard
T.V.T.M.A.
1221 Shoreline Lane, Boise, Idaho 83702



Map # 10
T. 12 N
T. 11 N
SAWTOOTH NATIONAL RECREATION AREA
SAWTOOTH NATIONAL FOREST
SAWTOOTH WILDERNESS
CHALLIS NATIONAL FOREST
BOISE NATIONAL FOREST
HANSON LAKES
SAWTOOTH ADDITIONS
RED MOUNTAIN
N

SAWTOOTH ADDITIONS
RED MOUNTAIN/
HANSON LAKES
Sawtooth National Forest
Date: January 1988

Senator McCLURE. Patricia Klahr.

STATEMENT OF PATRICIA KLAHR

Ms. KLAHR. Thank you for this opportunity to speak. I would like to talk about wilderness protection as a means of protecting Idaho's most valuable resource; her water. Idaho's river, lakes and groundwater are a treasure without comparison.

Wilderness designation is not only critical to the protection of water quality, but also water quantity. Regarding water quality protection, wilderness is the ultimate best management practice. Wilderness protects water quality like no management practice could ever.

Wilderness designation also enhances water quantity, protecting forests where snowpacks are developed and stored. Forested watersheds hold their snowpacks longer into the growing season, which is critical to Idaho's agricultural industry. Idaho is in the midst of a drought that is not predicted to get better. Wilderness designation for water quantity protection is even more timely and critical.

Now I'd like to talk about specific watersheds that were not protected or were overlooked by the Idaho Forest Management Act. I utilize these areas frequently for hiking, kayaking and fishing. On the Payette National Forest's Rapid River, which was totally excluded from the Forest Management Act, this is a true gem of the cleanest water I've ever seen. It has a valuable anadromous fishery and a hatchery at its mouth and is truly deserving of wilderness protection.

Also, on the same forest a river that is famous for its fortunes and its misfortunes is the South Fork of the Salmon River. This river is a national treasure that is trying to recover, but man will not let it. The steep slopes and batholithic soils can support trees, but they cannot support roads.

Please designate this drainage as wilderness and let the river and its fishery recover.

Finally, in our own backyard is the South Fork of the Boise River, famous for its blue ribbon fishery, which attracts recreationists from all over southern Idaho. And this drainage was not included in the Forest Management Act, and I would like it to be considered.

In summary, wilderness is critical to the protection of Idaho's water quality and quantity. Please reconsider the boundaries that were drawn in the Idaho Forest Management Act so that they protect entire watersheds and do not randomly cut through them.

Senator McCLURE. Thank you very much.

Ms. KLAHR. Thank you.

Senator McCLURE. Kelly Olson.

STATEMENT OF KELLY OLSON

Ms. OLSON. My name is Kelly Olson. I'm a resident of Boise and a lifetime resident of Idaho, except for a few years I spent in Washington, D.C., which I don't count. And I'd like to commend you, Senator McClure and Governor Andrus, for your tireless and sincere efforts to forge a compromise on perhaps the most controversial issue in managing our public lands.

I don't think you've disappointed us. And I don't say that lightly, as you know, having worked in a congressional office and perhaps supported additional wilderness far beyond this proposal before us today. I think you've done the best possible job you could given the polarization of these issues. However, I would like to point out that I think this proposal is deficient in the White Clouds area. And I think you have a lot of good research and negotiations that have taken place prior to your legislation that you can use. There is a public record in the final Sawtooth and Challis National Forest plan that I think you can look to as guidance for developing a wilderness proposal for the Boulder-White Clouds.

And I strongly urge you, if nothing else, to adopt the proposal that is in these two final forest plans for a total of 244,350 acres, I believe; my memory may fail me. But I think the public record stands. I think that they took two years in developing those forest plans. I think a lot of effort that perhaps exceeds the work that you did, although I don't want to diminish that, but I do believe that there is a public record that you can look to on those two fores, and I strongly recommend you to do that.

Finally, I'd like for you to reexamine the language in appropriate sections of the bill regarding release insufficiency. I think our current release insufficiency language that exists in other wilderness bills that has been passed in recent years is working. And I think the public record shows that. I'm concerned about some of the language you've used in this legislation, and I urge you to reexamine that.

Finally, I just want to say I think you've done a tremendous job, and I hope this legislation passes the United States Congress this year. Thank you very much.

[The prepared statement of Ms. Olson follows:]

SENATOR MC CLURE, GOVERNOR ANDRUS

My name is Kelly Olson, and I am a resident of Boise and life-long resident of the state of Idaho. I appreciate this opportunity to comment on the Idaho Forest Management Act of 1988.

You are both to be commended for your tireless and sincere efforts to resolve perhaps the most controversial issue involved in managing our public lands in Idaho. In recent years, 28 statewide wilderness bills have been enacted, adding approximately 14 million acres to the national wilderness preservation system while at the same time releasing more than 32 million acres for development. I believe most Idahoans are prepared to make the hard choices on how best to manage our public lands in Idaho and have looked to you for leadership and nonpartisianship. I don't think we have been disappointed.

This issue is critical for all of us -- not just for the commodity industries but for all Idahoans and Americans who use our public land and its resources. It is true that many in Idaho resent an absentee landlord, if you will, dictating how we can or cannot use this land, but I believe that is really a minority sentiment. I believe Idahoans are proud of our rich wilderness heritage. Most would agree that our state's scenic beauty and outdoor recreational opportunities are unequaled. No other state outside Alaska offers such a rich diversity of wildlife and wild country. And we must ensure that rich diversity remains. We cannot count on increased growth in tourism and outdoor recreation if we continue to develop our scenic resources through road building, clear-cut logging and mining.

Overall, I think the Idaho Forest Management Act of 1988 represents a sound compromise and will be sound legislation for Idaho conservationists, sportsmen and women, outdoor recreationists, and commodity industries.

I particularly support your underlying premise that fish and wildlife habitat and resource extraction (particularly timber harvesting) are not mutually exclusive and that our land can and should be managed for both. This mandate has been set forth in Federal law. However, we must also recognize in certain circumstances there are incompatible resource uses which oftentimes result in serious degradation of our most fragile and pristine resource values. I believe this legislation attempts to minimize these conflicts through select wilderness designations and special management prescriptions.

I. Boulder/White Clouds

There is one area in your legislation that I believe is deficient and that is your wilderness recommendation for the Boulder/White Clouds in the Sawtooth and Challis National Forests. Your recommendation for 100,200 acres is woefully inadequate. I would urge you to carefully re-examine this area and its tremendous resource values. This area offers outstanding recreational opportunities for the people of this state and supports, perhaps our best nonmotorized trail system. Because of its proximity to the major population centers of the state, it is also in danger of overuse and degradation. Many more areas than are proposed here deserve protection. I recommend you adopt the wilderness recommendations set forth in the final Sawtooth and Challis National Forest Management Plans for a total of 224,350 acres on both forests.

II. Other Wilderness Designations

I support your other recommendations for wilderness protection. I applaud your efforts to protect not only our highest peaks and ridges, but critical watersheds, lakes, fragile landscape and wildlife habitat, as well. While all areas of the state are important, there are some particular areas I would like to briefly comment on:

°**Kelly and Cayuse Creeks** - protection is essentential for these world-class trout streams and trophy elk habitat (142,250 acres).

°**Mallard - Larkins** - highest priority for protection due to critical wildlife habitat and value to North Idaho sportsmen and hikers (161,100 acres).

°**Secesh-Payette Crest** - protection is essential to help restore salmon, steelhead and resident trout populations that spawn in the South Fork of the Payette River. These fish resources have been seriously threatened by logging and roadbuilding in the lower elevations of the Needles area. One mile protection corridor required in this legislation is absolutely essential.

°Lime Creek and Smokies - I strongly support special management prescription that delineates motorized and nonmotorized recreational areas without excluding either. Logging should be prohibited on Lime Creek.

III. Release/Sufficiency Language

I support the present release/sufficiency language that has been incorporated in dozens of statewide wilderness bills. This language is the result of years of negotiations and carefully crafted compromises and appears to be working. Timber that could not be harvested previously in roadless areas is now being sold in large volumes in states where wilderness legislation has been enacted. Since 1980, the Forest Service has sold more than 2.3 billion board feet of timber in released roadless areas. In 1986 alone, the timber harvested off released lands exceeded 750 million board feet.

IV. Funding for National Forests and Wilderness Preservation System

I urge the Idaho Congressional delegation to use their key positions on resource and appropriations committees to support funding levels needed to implement our National Forest Plans and manage our Wilderness System. Recent years have seen budgets falling below levels needed to sustain resource protection requirements spelled out in these management plans. If budget reductions are necessary, they should be spread more equitably across all program elements so as to have an impact on forest activities that is more proportionate to their relative importance in the management plans. The very best plans and wilderness designations become practically meaningless unless they are adequately funded.

Also, I urge more funding for our forest trail system and facilities for recreation and tourism. I believe there is a willingness among Idahoans and visitors to pay increased user fees if these fees are used to maintain quality recreational facilities in Idaho.

In conclusion, I can support this legislation with additions in the wilderness recommendation for the White Clouds. I think we have a rare opportunity here in Idaho to lead the way in protecting our valuable natural resources while sustaining our local communities. This bill represents a healthy blend of increased tourism and outdoor recreation with revitalized wood products, mining and cattle industries.

Thank you.

Senator McClure. Thank you.

Would you state your name for the record.

Mr. Lister. David Lister.

Senator McClure. Thank you.

STATEMENT OF DAVID LISTER

Mr. Lister. Thank you, Senator McClure, for the opportunity of testifying here today.

This issue is important enough to me that I was willing to drive several hours to be here. I will speak briefly today.

In Idaho's national forests there are more than 9-million acres of potential wilderness. A bill that protects only 1.3-million acres of this wonderful state is not adequate. But rather than talk numbers, let me urge you to dramatically increase the protection in area that I'm very familiar with.

I was born and raised 12 miles from the center of the Boulder Mountains and have watched the backcountry use of this area steadily increase for the last 20 years. The point to be made is that the need for wild and rugged places where man is only a visitor will continue to increase as we pollute and defile ever larger portions of this planet.

We have the opportunity to make every citizen of this country a trustee for some of the most spectacular lands in the nation, or you can allow it to become developed over the next 20 to 50 years.

The choice is clear to me. And I trust that if you walk through these lands, you will also come to see that they need the protection of law and that this wilderness bill is poorly conceived and needs to be reworked. Thank you.

Senator McClure. Thank you.

Lee Daniels.

STATEMENT OF LEE DANIELS

Mr. Daniels. Thank you, Senator McClure and Congressman Craig, for this opportunity.

What I'd like to do is take a minute of your time and kind of reiterate an area that both of you gentlemen know extremely well, and that's the Weiser River watershed, the mountain tributaries; specifically, the Snake River Breaks, Brownlee, Wildhorse, Indian Creek, for example.

That's been an area that has received a tremendous amount of activity. We've heard for years all about the South Fork of the Salmon River and what we—the Forest Service has had to do is basically come up with the entire log supply and road construction program in that chunk of country in addition to Boulder Creek tributary below Salmon.

What we've had happen is a major impact on something that, Senator McClure, as a young man you had a lot of fun with, and that's deer hunting. Vern Swanson, Hal Ryan, other friends of yours, unfortunately we've had 70, 80 percent loss of that mule deer herd, sharptail grouse that you and many others have run; likewise, we've really lost it.

It's something that can be built back. What I have here is 19 documents that I'd like to have you consider and look at, and maybe amend yours and the Governor's wilderness bill and include a special management area that could involve some major watershed rehabilitation as well as game range habitat.

As you're aware, the Idaho Power Company dam has wiped out about 25,000 acres of low elevation shrubs and trees. And during the killer winters of 1948, 1949, 1951 and 1952, for example, that's what basically stuck up enough through the ice and snow to form nutrition to keep that deer herd going, and we had, as you recall, some tremendous mule deer productivity.

It got so bad that on the Oregon side they closed hunting season completely in 1985 and 1986 for an agency that depends upon license and tax sales. That was a gutsy, but a tough decision. The businesses of, like, Richland halfway to Huntington, for example, really felt the jolt of not having hunters come to town.

But I'd like to finish up by saying that maybe you might consider doing something like this in special management legislation in memory of late Len B. Jordan and Al Uhlman who did a lot of work on the Snake River problems like yourself.

Senator McClure. We will receive those documents, and they will be made either a part of the record or file. Thank you very much for your testimony.

With that testimony, that's all the persons who have indicated a desire to testify here today. And I see no others seeking the opportunity to do so.

Yes, sir. Would you come forward and state your name for the record, please?

STATEMENT OF ROBERT SCHAFFER

Mr. Schaffer. I'm Robert Schaffer, and I'm from Nampa, and also from the Sun Valley area of the South Fork of the Boise River.

Something came to my mind today, in listening to all of these people, about the Trinity Lakes area. You stated roadless area, but in that area that you have in your bill it is not roadless. I mean, I could take you out there for six to eight hours in my car—and not in a four-wheel drive—and never go over the same road twice.

And also, last spring in that area, when I was talking to the Forest Service up there, during the electric storms up there, there was over a hundred of the so-called spot fires started that would not have been put out if that had been put into the wilderness area, which would be nothing but just a big burn. And they—I talked to them personally, and they said that in all those roads, that there's roads there; there is no reason why they can't go in there and put them out. But if you made it wilderness, the roads wouldn't be there. There's a lot of roads in there, but you call them roadless areas, which it's not a roadless area.

Senator McClure. Thank you very much for your testimony.

Are there others?

STATEMENT OF LYNN WEARDEN

Ms. Wearden. Senator McClure, my name is Lynn Wearden, and I live in Nampa. I'd like to thank you and the other members of the committee for giving me and other concerned Idahoans a chance to speak out about this wilderness bill.

I've lived in Idaho my entire life and have enjoyed fishing, camping and backpacking all over the state. At the same time I've watched the steady decline in the quality of our forest lands and wildlife. Areas which were once beautiful prime spots have been virtually destroyed by clear-cutting of timber and the consequent erosion and build-up of silt in our streams and rivers.

This wilderness bill does not go far enough in protecting our forest lands. Some of the best habitats for our deer and elk herds, such as the ranges on either side of the South Fork of the Salmon, have been excluded from classification as wilderness. And a very insignificant amount of the area of the White Clouds has been included.

Much of our trout, steelhead and salmon have been lost due to logging and road building. We can save what remains by including more of the Boise and Payette Forests; specifically, the Payette Completion, one of the favorite places that my family and I like to go.

In addition, as you know, tourism is one of the largest and fastest growing industries in Idaho. Tourism is a truly renewable resource, and the tearing up of our backcountry will do nothing to enhance it.

I plan to remain in Idaho for the rest of my life and know many people from around the country who have moved to Idaho or vacationed here because of our fabulous National Forest lands. I hope that we can protect enough of these lands so that my children can enjoy the same opportunities for a wilderness experience that I have. Thank you for your time.

Senator McClure. Thank you.

Would you state your name for the record, please?

STATEMENT OF DANIEL K. LEBEAU

Mr. Lebeau. My name is Dan Lebeau. Senator McClure, thank you for your time. Congressman Craig, I'm sorry you had to leave so early.

My name is Dan Lebeau, and I live at 3594 Bryson Way here in Boise, Idaho.

I appreciate the opportunity that we, the people of Idaho, have been given on this occasion to express our feelings on this proposed wilderness bill.

I am not going to testify as to the specific geographical areas that are in the bill and the numerous other areas that are left out of the bill, as there are many other people that are much more knowledgeable about these areas than I am.

I have lived in Idaho since 1978. During that time, I graduated from the Boise State University and have had numerous chances to leave the state in order to pursue other employment opportunities. But why haven't I left? Because of the quality of life here in Idaho. Idaho's great outdoors is why most of us are still here.

Me and my family are avid outdoor recreationalists that love to hunt, fish, backpack and camp. I feel that by not protecting the areas that we have now and by not setting out more wilderness land from logging, road building and other commercialization, we will continue to deteriorate that quality of life that we enjoy so much in Idaho. This deterioration is a long-term consequence to a short-term economic whim.

I think we need to send a message to the people of Idaho and to the people of this country that Idaho is going to preserve the wilderness areas that we have, that we are also going to set aside more land in order to preserve that quality of life that we, as residents of Idaho, enjoy so much, and that others who come to Idaho enjoy as well. Thank you.

Senator McClure. Thank you very much.

Thank you. And I think that concludes the hearing. We will convene tomorrow morning at 9:00 o'clock in Coeur d'Alene. Thank you.

The committee will now recess.

[Whereupon at 6:03 p.m. the hearing was recessed, to reconvene Saturday, March 12, 1988, in Coeur d'Aleue, ID.]

[Committee note.—Due to the voluminous nature of materials submitted for the record all additional statements and letters have been retained in subcommittee files.]

IDAHO FOREST MANAGEMENT ACT OF 1988

SATURDAY, MARCH 12, 1988

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS,
NATIONAL PARKS AND FORESTS,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Coeur d'Alene, ID.

The subcommittee met, pursuant to notice, at 9 a.m. at North Idaho College, Communication Arts Building, 1000 West Garden, Coeur d'Alene, ID, Hon. James A. McClure, presiding.

OPENING STATEMENT OF HON. JAMES A. McCLURE, U.S. SENATOR FROM IDAHO

Senator MCCLURE. I wonder if the folks who are standing near the door would take their seats. We have a long list of witnesses and organizations to be heard from today, and it is going to be very difficult to move through this group and get everyone heard in time for us to vacate the auditorium late this afternoon. The auditorium will be in use tonight, and we do have a deadline as a result of that when we must be finished. So we are going to have to move relatively quickly in order to do that.

In the organization of the witness lists this morning, you will note that we have a panel made up of elected officials, school board members, superintendents, county commissioners, mayors and councilmen to be followed by a group of recreation organizations, environmental organizations followed by a panel representing the Indian tribes in this area followed by industry user groups on panel No. 4, and a final panel of conservation organizations and environmental groups.

That will take us until noon, I am certain, and we will have a very, very brief noon break. We will then move to the individual witnesses who are listed as all persons who have called in and made any contact with the office and asked to appear have been listed in the order in which they contacted the office and requested the opportunity to appear.

If there is time, and I hope there will be time, those people that did not make contact before the list was proposed, we will try to make time as to hear everyone, to give everybody an opportunity to have their opinions known.

You would note that there are 150 people on that list to appear this afternoon. We must necessarily limit the testimony of everyone. Those that are on the panels this morning will be limited to not more than five minutes. The record is to be available to all members of the committee. Copies will be printed and available for the public and that is the manner by which we can allow people to make an expanded comment without taking more time.

This afternoon with the numbers that we have, I would ask every witness to limit their oral presentation to not more than two minutes, and that is a very, very short time so I would urge people to make their points as quickly as possible. Again, the entire written statement submitted for the record will be received and printed in the records.

There will be one addition to the first panel because the representative of Spokane Chamber of Commerce will not be able to wait until afternoon because of other meetings in Spokane. That witness will be added to the first panel.

So with that, let me say in terms of substance, I am pleased to have the Governor who is the co-author of this piece of legislation here with me today as he has been at each of the other meetings as we try to listen to what people of Idaho have to say, about the proposals he and I together drafted.

It was a sincere effort on our part to forge the compromise between what we knew to be conflicting points of view, and the hearings have not changed that impression as there were conflicting points of view.

Certainly the opinions are polarized, but it is impossible for us to pass any piece of legislation that reflects the point of view of any particular interest group. We have tried our best to find a middle ground between the demands of the people who have very strong feelings about the assignment and the usage of the public resources of our state.

Those strong feelings are held on all sides of the issues by people from various different kinds of groups. What we find, which was not very surprising to me, is that many do not want to compromise one inch and it is impossible to get a bill that has no compromise.

The major legislation is to find the balance between conflicting viewpoints. And if we are to have that type of legislation they will require that.

I am also pleased to have Idaho's First District Congressman who represents this area of the state, Larry Craig with us. He was with us in Boise yesterday. He is very welcome as a participant and we are pleased to have you here, Larry.

With that, if I might, I yield to the Governor for whatever remarks he has before we start.

STATEMENT OF HON. CECIL D. ANDRUS, GOVERNOR, STATE OF IDAHO

Governor ANDRUS. Thank you very much, Senator.

I will be brief so we can get on with hearing the witnesses.

I want to express my appreciation to the people of the State of Idaho that are willing to come forward, and any other people that are attending this hearing in Coeur d'Alene.

I concur with the remarks made by Senator McClure that this is purely a compromise. We did not design it to satisfy either side of the polarized positions, but we think that we have crafted a responsible compromise that will benefit the majority of the people in the

State of Idaho, protecting those very pristine areas, and at the same time not hurting any of the industries or other user groups.

We have tried, you might say we have given it our best shot, but now we are here to listen to the people of the State. I would hope in your testimony that you would express the willingness to move off of a crystallized position or it will be very difficult for us to pass any legislation in Congress.

Again, ladies and gentlemen, thank you very much for being with us. My motivation is I do not want to see this issue resolved in a Federal courtroom as other issues have been resolved. I think we people in Idaho can sit down and resolve it ourselves without having some Federal Judge who does not know anything about the issue, resolving it from a set of maps.

With that, Senator, I would turn it back to you. I thank you, from the committee, for coming forward and testifying today.

Senator McClure. Thank you, Governor.

Larry Craig, Congressman.

STATEMENT OF HON. LARRY E. CRAIG, U.S. REPRESENTATIVE FROM IDAHO

Mr. Craig. Senator, Governor, let me express my thanks to the Senator for bringing the Committee here to Coeur d'Alene to hold hearings on S. 2055. It is a critical and important piece of legislation to the future of the State of Idaho.

Our economic balance really hangs on the kind of decision making that is built into this type of legislation. I hope all of you this morning will speak openly and freely about your concerns, both short term and long term, as it relates to the impact of this type of legislation on the State of Idaho and what it would mean to our future.

Again, Senator, thank you so much for providing imput and allowing imput on this issue.

Senator McClure. Thank you very much, Congressman.

Just a word with respect to procedures; again trying to save time to manage the flow of testimony as best we can so we have the opportunity to hear everyone and not have to cut anyone off at the end of the afternoon.

You will note there are two tables up here with four chairs at each table, and the back of the room on my right and your left, is a group of chairs. We will call a panel or a group of witnesses and ask that group to take their seats at either of these two tables. They will be the ones who are testifying.

At the same time, I will call the names of the people who will be in the second group and I will ask them to come up and take seats back here. And we do that in that fashion so that we will lose as little time as possible as one group leaves and the second group takes their place at the table.

If we don't do that, we are going to consume a lot of time just between groups of people and we don't have that amount of time today without infringing upon the times of others late this afternoon.

With that, I will call for the members of the first panel.

Ms. Margaret Brackabush and Gary Barton, School Board Members and Superintendents. County Commissioner Chris Clark, Boundary County; Commissioner Jim Wilson, Clearwater County; Mr. Bill Mulligan, representing Benewah County. Mayor Ernie Pendell of St. Maries; Mayor Harold Sims of Bonners Ferry; and Chris Carlson from the Spokane Chamber of Commerce.

While those folks are taking their seats at the witness table, I wonder if I could ask the members of panel No. 2 to take the seats back here.

Panel No. 2 are Peter Grubb, Idaho Outfitters and Guides Assocation; North Idaho Trailriders, Jim Gray; George Bennett with the Idaho Hunter's Association; Jim Stevens, Idaho Snowmobile Association; Gene Bruce, Idaho Back Country Horsemen; and Jerry Wagman, Clearwater Flycasters.

Margaret Brackabush, we would ask you to hold the microphone up, please.

STATEMENT OF MARGARET BRACKABUSH, SCHOOL BOARD MEMBER, KELLOGG, ID

Ms. BRACKABUSH. Senator McClure, Governor Andrus, and Representative Craig, the purpose of my testimony today is to make you aware of the impact the Federal Forest Fund has on our School District.

I will begin by sharing with you some background regarding this funding and it's important to the financial well-being of our District.

Prior to the closure of the Bunker Hill Smelter and Zinc Plant in 1981, the Kellogg School District used Federal Forest funds monies for the purchase of buses and new building projects.

During the years since 1981, all of the mining companies in our District had ceased to operate causing market valuation in our District to drop to approximately one-third of its 1980 value.

The mining companies have declared no net profits for the past two years placing more of the burden of taxation on District patrons. Only during the last several months has the mining economy become better.

It is obvious that the local economy is depressed. Many people are without jobs and have moved in order to find work. The Kellogg District has reduced staff programs and all budget areas by more than $1,000,000 over the past years in an attempt to deal with this problem.

Because the District has lost many of its ability to fund the schools at our local level, we have come to rely heavily upon Federal Forest dollars to make up a portion of the shortfall in general fund expenditure. Since 1981, our District has received $2,957,715 as our share of Federal Forest funds. We have used all of this money plus an additional $843,291 in Federal Forest reserves from years prior to 1981 to meet payroll obligations to our staff; 9.2 percent of our current $4,300,000 budget for salaries comes from Federal Forest funds. Any substantial decrease in Federal Forest funds would have an adverse affect on our District as a shortfall would have to be raised locally by means of a supplemental tax levy.

Due to the present state of our economy in the Kellogg District, this would be next to impossible. If the supplemental levy were to fail, the Districts would have to reduce staff and programs to the point where our schools would no longer be accredited, and most of our elective programs would be lost. Classroom sizes would increase to the point that effective teaching would be difficult.

Any change in the method by which we receive Federal Forest fund dollars that would cause reduction in these funds would be detrimental to the District.

I am not advocating overharvesting of our timber supply as I believe this would eventually cause loss of revenue. If, however, the current level of timber harvest can be maintained without overcutting, our District can continue to depend on this as a source of income and be able to develop a plan to budget accordingly.

I urge you to work toward maintaining our current level of funding. Thank you.

Senator McClure. Thank you.

We will next hear from Gary Barton.

STATEMENT OF GARY BARTON, SUPERINTENDENT OF SCHOOLS, ST. MARIES, ID

Mr. Barton. Honorable Governor Andrus, Senator McClure, Congressman Craig, fellow Idahoans.

My name is Gary Barton and I am a Superintendent of the St. Maries School District. The school that I represent is the second largest employer in Benewah County. We have approximately 150 employees and a current budget of $7,890,000; 72 percent of the St. Maries economy is based on the wood product industry. Over a quarter of the real property tax paid into Benewah County comes from seven timber companies.

The Idaho Forest Management Act will affect the St. Maries School District in the following two ways:

Federal Forest revenues will be decreased. In Shoshone County alone, a conservative estimate of 44,000,000 board feet will be reduced by this Act to an estimated 15,000,000 board feet. That equates to approximately $1,500,000. Counties and school districts will receive 25 percent of that amount and that is calculated at $100 per 1,000 board feet.

Secondary that will affect our District is the loss of revenues through the Idaho State School Distribution Formula that is due to decrease due to enrollments. Taking a rough calculation of 150 less workers over a ten year period resulting in 75 less students per year. The State Distribution factor is $32,781, that's per support unit. This will equate to a loss of three support units, or almost $98,343.

Now, what does that mean? That means that we would have to implement the reduction of force policy. We would have lower teacher morale. We would have a higher student/teacher ratio. We would have fewer course offerings and less funding to maintain equitable education programs, not to mention the subsidiary and secondary impact upon local businesses.

Public schools are a viable and necessary for a successful and progressive community. Future timber supplies in our region are a renewable resource and access to that renewable resource directly and indirectly affects major communities through the work force and related services that work force is dependent upon.

In conclusion, there seems to be a term that has been all forgotten in this respect. When I received my degree in wildlife management in the 1960's, that term was conservation. For definitive purposes, conservation is the wise use of natural resources, and it appears to be supporting the fulcrum of this widely gyrating pendulum. The environmentalists on one group; the resource group on the other.

Today's forest management practices are on the cutting edge of technology. Trees are a renewable resource that can be carefully managed and selectively harvested through new state-of-the-art cooperative efforts by all agencies in such a manner that will protect the environment, so all groups can benefit from nature's bounties.

In its present state, one should carefully consider the impact the Forest Management Practices Act will have on the North Idaho economy. This piece of legislation has the potential to become a blueprint for another Silver Valley collapse in North Idaho.

It is easy to criticize. It is more difficult to offer solutions. I have two solutions. One solution would be to perhaps try to make some efforts to mitigate them through additional purchase of timber to replace that and would be perhaps locked up.

The other is direct mitigation to those agencies so affected.

Thank you for giving me the opportunity to share my views here today.

[The prepared statement of Mr. Barton follows:]

ST. MARIES
JOINT SCHOOL DISTRICT NO. 41
240 11th Street
St. Maries, Idaho 83861
208-245-2579

March 12, 1988

MEMORANDUM

TO: Subcommittee on Public Lands
Idaho Forest Management Act (S.2055)
National Parks and Forests
Room SD-308
Dirksen Senate Office Building
Washington, D.C. 20510

FROM: Gary Barton, Superintendent of Schools
St. Maries School District No. 41
240 11th Street
St. Maries, Idaho 83861

SUBJECT: TESTIMONY ON IDAHO FOREST MANAGEMENT ACT (S-2055)

OVERVIEW

Honorable Governor Andrus, Senator McClure, Congressman Craig and members of the press.

My name is Gary Barton, and I am Superintendent of the St. Maries Schools. The school system that I represent is the second largest employer in Benewah County with 150 employees and a current budget of 7.89 million dollars.*(1)

Seventy-two percent (72%) of the St. Maries economy is based on the wood product industry.*(2) Over a quarter of the real property tax paid into Benewah County comes from seven timber companies.

The Idaho Forest Management Act (S.2055) will affect the St. Maries School District in the following two ways:

1. Federal Forest Revenues will be decreased.*(3) In Shoshone County, a conservative estimate of 44 million board feet will be reduced by the Idaho Forest Management Act to an estimated 15 million board feet.*(4) That equates to approximately $1,500,000. Counties and school districts will receive 25 percent of that amount (calculated at $100.00/1000 board feet); and
2. Loss of revenue through the Idaho State School Distribution Formula, because of decreased student enrollments. (Calculated at 150 less workers over a ten year period resulting in 75 less students/year @32,781/support unit.*(5) This

equates to a loss of three support units, or $98,343.00 less.)

What does that mean to our school system? It means implementation of the reduction in force policy, lowered teacher morale, higher student/teacher ratios, fewer course offerings and less funding to maintain equitable educational programs, not to mention the subsidiary and secondary impact upon local businesses.

Public schools are a viable and necessary link for a successful, dynamic and progressive community. Future timber supplies in our region are a renewable resource and access to that renewable resource—timber—directly and indirectly affects major communities through the work force and related services that work force is dependent upon.

In conclusion, there seems to be a term that has been all but forgotten in this wilderness debate. That term is conservation. For definitive purposes, conservation is the wise use of natural resources and is supporting the fulcrum of this wildly gyrating pendulum. Today's forest management practices are on the cutting edge of technology. Trees are a renewable resource that can be carefully managed and selectively harvested through new state of the art cooperative efforts by all agencies in such a manner that will protect the environment, so all groups can benefit from natures bounties.

In its present state, one should carefully consider the impact the Forest Management Practices Act will have on the North Idaho economy. This piece of legislation has the potential to become a blueprint for another "Silver Valley" collapse in North Idaho.

Thank you for giving me the opportunity to share my views here today.

SOURCE INFORMATION

*(1) St. Maries School District Budget
*(2) University of Idaho Study (1987)
*(3) Newspaper Article (enclosed)
*(4) Panhandle Forest Plan
*(5) State Distribution Cost Factor

4

BODY OF REPORT

My name is Gary Barton, superintendent of schools in St. Maries, Idaho and a twenty-four year veteran of providing resources for the youth of tomorrow. I am responsible for a 4.61 million dollar budget and more recently, an additional 3.28 million dollar school building program. We are the second largest employer in Benewah County with 150 employees, providing an education for 1303 students.

I represent the future. The future is sitting in a classroom somewhere in America today. This may be happening in St. Maries, Idaho, or Washington, D.C. The future is bright, eager, and willing to learn to read, write and do arithmetic. Someday, they too will do great things. I see them everyday and can see that they have already started. The future is learning how to succeed in a changing world in agriculture, mining, timber, science, and business.

Learning is wonderful.

The future of any community is directly dependent upon people who live, work and enjoy the area within which they live.

Public schools are a viable and necessary link for a successful, dynamic and progressive community. If the school system is strong and healthy, than everyone else in the community will benefit.

Public school systems, although not normally considered as businesses, are generally one of the larger employers in a community. Not only does a local school system set the tone for successful and meaningful educational experiences for young people, they are also user friendly--that is, many of the items required for the local school system's daily operations are purchased through local, and state vendors, thereby creating a stimulus to the economy.

Future timber supplies in our region are certainly a valuable natural and renewable resource and a necessary ingredient for our well being both as a school, community and county. Many people in our area are concerned with the projected long-term impact these renewable resources will have upon them.

Future timber supplies, or lack thereof, directly and indirectly affect major communities through the work force, and related services the work force is dependent upon.

As a superintendent of schools in Idaho for the past twenty-four years, a former Idaho outfitter and guide, a commercial beekeeper, and a user of federal forest special use permits, I hope to relay to you the economic and job related relationships of a timber based industry and its effect upon the local school, community and businesses.

Recently, I moved from Kamiah to St. Maries and can speak from first hand experience. I have found, that as timber resources decline, an economic ripple effect begins to occur in the community. Potlatch Corporation closed their Kamiah operation and displaced about two hundred (200) workers. The effect on the public schools was massive, resulting in a loss of about fifty (50) students for each one hundred workers. This amounted to a financial loss of roughly $100,000 through state funding. Consequently, it was necessary to implement the school district's reduction in force policy, which resulted in higher teacher/student class loads, fewer course offerings, and reduced consumer spending. Magnifying this loss of purchasing power within the local economy by the laid-off Potlatch employees and by those indirectly connected to the mill, such as sawyers, truckers, saw shops, diesel and gasoline distributors, etc., and one begins to see the devastation that quickly envelops a community when the "life-blood" of a single based industry is curtailed, or removed.

It wasn't long after the Potlatch layoffs that businesses began to reduce the number of employees, thereby compounding the problem even further.

Federal funds that are timber related, such as P.L. 874, directly affect public schools and county revenues, and the ability to continue providing services to young people and the community they service. The following chart reflects the economic effect of P.L. 874 funding upon schools within the state, including St. Maries.

School Year	S.D. #41	*County Government
1987-88	$19,097	
1986-87	16,322	
1985-86	14,013	$41,309
1984-85	24,671	72,175
1983-84	12,808	37,265
1982-83	12,626	36,748
1981-82	19,034	55,211

St. Maries School District No. 41 receipts are a result of the timber contracts from forests that are in Benewah, Kootenai and Shoshone Counties. *The amount shown for county government is the 70 percent due counties.

The state receipts are:

Year	Total Received in State	Total for School Districts
1987-88	$9,306,861	$2,792,058
1986-87	8,273,479	2,482,043
1985-86	7,805,487	2,341,646
1984-85	8,647,387	2,594,216
1983-84	6,874,296	2,062,289
1982-83	4,933,489	1,480,047
1981-82	9,066,232	2,719,870

A steady availability of timber, on a sustained yield basis, is a valuable community resource.

The economic implications, however, reach out much further than the public education sector.

Roads developed for timber harvest and management lend themselves to favorably impacting a region and local economy through special interest groups such as outfitters and guides, photographers, sportsmen, tourists, mining, river rafting, and other forms of recreation. Revenues from national forest in Region I exceeded $47,000,000 for timber, grazing, land use, recreation, power, minerals, and user fees during the 1985 fiscal year, all of which required road access through the national forests.

All such users spend dollars for fuel, food, lodging, real estate transactions, and other incidentals as they travel through the state, or take up residence in the service area near their activities.

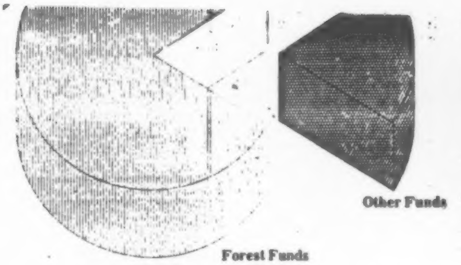
A strong economy creates more jobs, money and consumer spending.

I am just a country boy that came from the hardwood forests and river bottom lands of Missouri to seek the vast recreational opportunities of this great state, but I cannot feature growing grain in Canyon County simply to watch the crop mature and die, or raise cattle in Owyhee County without taking them to market, or growing row crops in Cassia County without harvesting them, or storing water in our reservoirs without properly utilizing that water for irrigation purposes. All of the above are renewable resources. Timber is also a renewable resource and should be managed through good conservation practices. The pendulum may be out of balance. Lets re-investigate the terms "conservation," "wise use of natural and renewable resources," "environmental safeguards," "compatibility," "multiple-use," "selective timber harvest," "proper management," and "sustained yield."

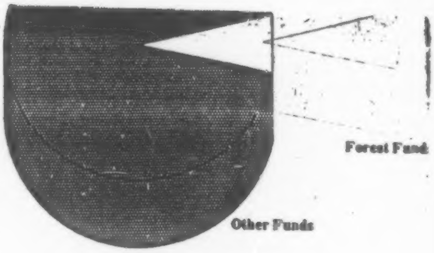
Let's not let the pendulum become a blueprint for north Idaho's economic collapse.

As a citizen, private business entrepreneur, and school administrator concerned with the welfare of St. Maries, I thank you for giving me the opportunity to review the economic impact that timber has on the overall and broad based economy of the education community.

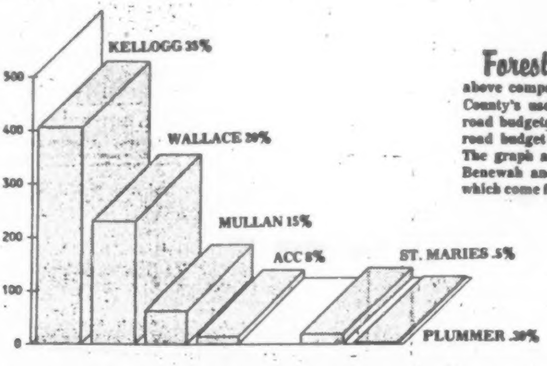
Thank you.



SHOSHONE COUNTY
ROAD BUDGET



BENEWAH COUNTY
ROAD BUDGET



Forest funds The two pie charts above compare Shoshone County and Benewah County's use of federal forest funds for their road budgets. About 80% of Shoshone County's road budget comes from federal forest funds. The graph at the left shows the percentage of Benewah and Shoshone county school budgets which come from federal forest funds.

Timber impact substantial; differs

Benewah and Shoshone Counties both depend on timber dollars to fuel their economies. Located side by side, the two counties' timber economies are mirror images of each other in the ways that timber dollars contribute to their communities.

Benewah County receives much of its income from timber jobs. A recent University of Idaho survey estimated that 72% of the payroll in Benewah County was directly dependent on timber. Over a quarter of the real property tax paid into Benewah County comes from seven timber companies; Potlatch Corporation, Pacific Crown, DAW, Idaho Forest Industries, Regulus Stud Mill, Carney Pole Company and Bennett Lumber.

The Federal government contributes forest funds in lieu of property tax. When timber is harvested from Forest Service ground, 25% of the gross receipts are returned to the county from which the timber was taken. Of that money, 70% goes to county road budgets and 30% goes to schools.

Almost 60% of the federal timber taken from the Idaho Panhandle comes from Shoshone County, making it the largest recipient of federal forest funds of the five northern counties. About 80% of Shoshone County's road budget comes from federal forest funds. By comparison, only about 7% of Benewah County's road budget comes from federal forest funds.

Federal forest funds contribu substantially to Shoshone County school budgets as well. Of the K logg School district's total budg of $1,170,067, 35 % or $406,7 comes from federal forest fund The Mullan School district w receive 15% of its budget from fe eral forest funds, the Wallace Di trict's budget will be 20% feder forest funds and the Avery Cald Clarkia district will receive 8% its budget from forest funds.

The St. Maries school distri will receive only one half of one p cent of its budget from feder forest funds due Benewah Count The Plummer school district w receive one third of one per cent its budget from federal fore funds.

Senator McCLURE. Thank you very much, and your full statement together with the attachment here will be made a part of the record.

Commissioner Chris Clark.

STATEMENT OF CHRIS CLARK, COMMISSIONER, BOUNDARY COUNTY, ID

Mr. CLARK. Thank you very much. I don't know whether other states have as involved elected officials as the State of Idaho does, but I think we should applaud Senator McClure and Governor Andrus for their active involvement in the creation of this plan. Even to the extent of crossing political parties to work shoulder to shoulder to shape Idaho's future.

Time and time again when the discussion of the Forest Plan has come up, the conversation always ends up with the statement that it is unsatisfactory to both sides, so it must be a good compromise. Perhaps an accurate impresssion. Yet I would like to express opinions on specific points of the plan that I believe represent the hearts of the people of Boundary County.

Boundary County is timber country, as you both well know. Boundary County's timber harvest each year supports two local lumber mills, and the timber industry supports approximately 65 percent of our labor force.

Last fall, this small community came together for the express purpose of letting you, the decision-makers, know how concerned they were about the Forest Plan and its effect on their lives. The rally centered on two issues, the annual district cut volume and public access to our National Forest.

How many times has the elected official been grappled with the decision desiring to know the desires of our constituents? This rally had approximately 3,000 people represented all in one mind.

The greatest obstacle to settling the forest issue in Boundary County was the determination of of a permanent classification of the Long Canyon area. We applaud you for taking a stand on this issue.

However, we do feel that the total areas designated wilderness are much more generous than even the preservationists anticipated. According to our calculations, approximately 5,700 more acres are included as wilderness, specifically in the Parker Creek drainage than were ever considered in the past. The Parker Creek drainage was originally put forth as a substitute for Long Canyon, not to be added to Long Canyon as wilderness.

Our suggestion, return the 5,700 acres to the surrounding Special Management area for two reasons: first, it was never considered for wilderness to begin with; second, it would broaden the base for the Special Management area.

We strongly support your plan for a firm and fixed annual cut. We thank you for taking into consideration those who earn their livelihood in the timber industry.

Our only objection to your plan is that the annual cut figure is only for this planning period. The compromised plan is that the timber industry gives up available acreage for wilderness in exchange for fixed annual cuts.

However, the wilderness designation is forever, the annual cut only for a few more years. We would ask that you consider adding that the annual cut be for a longer period than just the first planning period.

As for the second purpose of our fall rally, access to our National Forest, we feel you have totally overlooked this issue. Wilderness is of no use. The 92,000 acres designated for wilderness will serve only a very select few.

Not any amount of wilderness will ever replace National Forest ravished by logging. To lock it up just to ease our national conscious over past poor timber management practices is not a solution.

To keep only those who are able to hike in and out is not taking into consideration the majority of our citizens.

The way we abuse our national resources in the past did not show good stewardship, but setting it aside and not using our national resources for anything does not show good stewardship either.

Gentlemen, we applaud your efforts to resolve these issues. We like the idea of Idaho residents solving Idaho problems. We ask that you give consideration to our concerns.

Thank you for the opportunity to speak before this hearing today.

Senator McClure. Thank you for your statement. Thank you.

Commissioner Jim Wilson.

STATEMENT OF JIM WILSON, COMMISSIONER, CLEARWATER COUNTY, ID

Mr. Wilson. The Honorable Cecil Andrus, Senator James McClure, and Representative Larry Craig.

I am Jim Wilson, Clearwater County Commissioner. I wish to express my gratitude for the scheduling of these hearings throughout the state so all interested parties have the opportunity to testify.

My comments on the proposed Idaho Forest Mangement Act will deal mainly with its effect as it applies to Clearwater County and its citizens. It is important that everybody concerned with this legislation realize that Clearwater County's economy is based on the timber industry and other multiple use of our national forest lands.

Any wilderness designation can have an adverse effect on our citizens and, I might add, current taxpayers instead of tax recipients. These people are trying to recover from the national recession of the early 1980's. In our area, it was a down-and-out depression. They paid their taxes, local, State and Federal, helping society to function.

Most of the citizens have made the conscious decision to live in Clearwater County as it offers a quality of life second to none. We also want the quality of life to continue. We realize this will mean setting aside some areas for special consideration. What these areas are and how they are managed is what legislation is concerned with.

I feel it is the responsibility of the Federal Government to make sure that its actions in this matter do not destroy Clearwater County's tax base and ability of its citizens to be contributing members of society.

We are not standing still in our county with respect to economic development and diversification of our industries. But most any solution points to our dependence on the continued multiple use management of the National Forests.

Multiple use does not mean that our forest product industry can continue to use logging practices that they have used in the past, but it does mean that we can harvest timber and at the same time enhance our fish and game population.

This aspect has been addressed in the plan through the designation of Special Management areas. They say we can do the job of protecting our environment while still utilizing our national resources. In this respect, I would like to see the Fly Hill, Chamberlain Mountains portion of the proposed Mallard Larkins Wilderness area to receive the Special Management designation.

This would allow our taxpayers to continue to work and support their families as well as contribute to Clearwater County and its community's stability.

If we listen to these people that say this cannot be done, then Clearwater County and its citizens will be thrust into another depression, this time Federal Government induced. These are the same type of people that said man could not fly or man can't go to the moon.

If we had listened to these people that said something cannot be done, we would still be living in caves. I prefer to listen to people that ask, how can we achieve the desired results and set about to find solutions?

I also feel it is important that our national legislators realize that wilderness set aside does not have a cost to the people in the area so designated.

I now call for the creation of a fund that will pay the counties where wilderness is designated a minimum of $3.00 additional per acre to help defray the costs to the counties of revenue lost by removing this land from multiple use.

If a person will check the recreational use of national forest land, you will find by far the greatest use of this land per acres is on the multiple use portion, and this allows everyone access to the forest whether they be young, old, rich or poor.

It allows everyone the opportunity to benefit from our National Forests and government lands. I am sure the timber industry will let you know who pays for the roads that access our National Forest lands.

The wilderness advocates have stated that they did not have an opportunity to help formulate this plan. This is a blatant untruth, as both multiple use and wilderness advocates have been contributing information for the past 20 plus years. They also have complained about the plan being put together in secrecy. I prefer to say privacy.

I would like to remind everyone that the greatest document ever put together by man was written in privacy and then put out for public comment and ratification. It was most decidedly a compromise and has stood the test of time for 200 years.

The Idaho Forest Management Act is not decidedly a compromise. Everybody seems to be able to find fault with it. This raises the distinct possibility that it is a fair compromise, and if our counties' stability can be maintained, then I am in favor of passage of this Act.

I do wish to compliment Governor Andrus and Senator McClure on their comments as well as technical approach to the solution of the wilderness controversy in Idaho. It took a great deal of intestinal fortitude for these two great statesmen from Idaho to reach this compromise. I do hope this Act will solve the wilderness question. This needs to be done so we can plan for Idaho's future.

Thank you.

Senator McClure. Thank you very much.

Mr. Bill Mulligan.

STATEMENT OF WILLIAM E. MULLIGAN, ON BEHALF OF BENEWAH COUNTY COMMISSIONERS

Mr. Mulligan. Mr. Chairman, my name is Bill Mulligan, and I'm the resource manager for the Swift Water Forest Products. I am here today to provide testimony for the Benewah County Commissioners.

Let us make clear our position. Senate Bill 2055 is either in need of a major overhaul or must be withdrawn. The Bill as drafted is clearly unacceptable.

It is our belief that we have lost sight of the definition of wilderness. This bill simply locks up too much commercial timberland that in no way qualifies for wildernenss inclusion. This action is devastating to the economy of North Idaho in both short and long terms.

This is supposed to be a bill for Idaho. However, as presented, we cannot agree that this is what the majority of Idahoans want. Rather, it appears that this follows the trend of environmental blackmail that is bringing all resource based industries in this nation to their knees.

We do not want a compromise bill submitted to Congress designed to satisfy national environmental interests. We are better to wage war on each project and hope that the environmental issue gains proper perspective sometime in the future. Hopefully, we will avoid the disastrous problems caused by the appeals process to the coastal timber operations of Washington and Oregon.

One must have the benefit of living in the rural community of North Idaho to have an understanding of the relationships of different resource uses. Some will promote the concept that many uses are incompatible. We cannot accept this concept.

It is clearly our opinion that with the equipment, state-of-the-art techniques and the resource management available, the tools are in place to manage many of the resource uses harmoniously over the same area.

With the concept of road closures, rotating cut areas, and alternating types of public uses, the resource based industries, in particular timber, can operate without impact to game, fish, or recreation. We simply cannot abandon these industries without using our imagination in use of these and newer concepts.

We must also focus on the plight of the timber industry. Benewah County is completely dependent on Forest Service timber, although not to the extent provided to Shoshone County, Benewah County does benefit by school and road maintenance funding through timber receipts.

However, the jobs directly provided by the timber industry provide the economical backbone of the County. Because of this, those living in the community have a good understanding of how the industry works. We have watched as virtually every milling operation has answered the challenge of a shrinking world, international and regional competition, and the urging of national political leadership by expending the capital dollars necessary to proivde first class productive facilities.

Further, we have watched as forest road builders and loggers have developed highly mechanized, productive operations that have greatly reduced operational costs, while better protecting the environmental quality of the land.

The sad part of this progess is that there has been a large loss of jobs in the region. While becoming more efficient, more productive, and more cost effective, the industry has become less labor intensive.

This brings us to the major flaw of this wilderness proposal. It provides for no expansion of the timber industry, which is necessary to just maintain present employment levels as the industry continues to mechanize.

The bill essentially cages the cut at close to the levels developed by the Forest Plan process, which we also oppose. This will not do. Commercial timberlands, whether currently stocked or not, must be reserved for a future cut, not placed in wilderness, or a special use classification that will make harvest difficult.

We must take advantage of the most productive labor resource in the industry and the second most economically productive standing timber resource in the county to meet the demands of tomorrow for wood.

In closing, although we greatly appreciate the efforts of Senator McClure and Governor Andrus in bringing this issue to a close, we must respectfully ask that this bill be either adequately overhauled to provide for increased timber harvest and removal of commercial timberlands from restrictive classification or else we would recommend that the bill be withdrawn.

Thank you.

Senator McClure. Thank you.

Mayor Ernie Pendell.

STATEMENT OF ERNEST PENDELL, MAYOR, ST. MARIES, ID

Mr. Pendell. Honorable Cecil Andrus, Honorable Senator James McClure and Honorable Representative Larry Craig, my name is Ernest Pendell. I am the Mayor of St. Maries, Idaho. I would like to take this opportunity as a representative of the City of St. Maries to make a statement on the proposed wilderness bill.

St. Maries is a small community of 2,750 people and almost completely dependent on the timber industry for our economic livelihood. If the proposed wilderness bill is accepted in its current form, the financial impact on St. Maries will be disastrous. The Mallard Larkins is the critical area to the future of St. Maries.

In the proposed plan, 155,000 acres would be locked up. Of this 155,000 acres, approximately 90,000 acres contain 1.7 billion board feet of timber that could be commercially harvested.

The growth rate of these acres alone is a very conservative 300 board feet per acre per year. This has up to 27,000,000 board feet of timber that will be lost to the timber supply forever. The loss of 27,000,000 board feet harvest usually would result in the loss of 270 direct jobs, plus approximately 216 indirect support jobs. In a county that has a total labor force of only 3,185 people, this would be an extremely severe economic blow.

If industry is not allowed to enter some of the areas being included in the Mallard Larkins wilderness area, it is inevitable that the already accessed timber lands will be impacted to the point that some major reduction will be made in the allowable timber harvest. These reductions can only lead to mill closures and job losses with a very detrimental impact on the economic stability of St. Maries.

The next 20 years are crucial to the economic stability of our community. In 20 years, the vast timber resources that are growing in the area destroyed by the 1910 fire will be maturing to the point that it will be economically feasible to enter these areas, provided, of course, that these same areas are not locked up in future wilderness legislation.

Since 1980, the City of St. Maries has invested, with the aid of the Federal government, assisted by the State, $8,600,000 in upgrading and expansion of our water sewer system. These projects were advised and done to meet the projected needs into the year 2000.

The Economic Development Administration gave a 75 percent grant to St. Maries for a $1,200,000 project on our water system. The justification for this grant was that it would allow our current mills, St. Maries Lumber, Potlatch Corporation, and Regulus Stud mill to expand their operations, thereby creating an additional 100 new jobs.

$7,500,000 was for the improvement of our sewer system. The Environmental Protection Administration contributed 75 percent, the State of Idaho, Department of Health and Welfare contributed 10 percent, the City of St. Maries sold bonds for the remaining dollars required for this project. This work was designed with the growth factor of the EDA project in mind as well as taking in the impact area surrounding St. Maries.

It would appear that in the drafting of the proposed wilderness bill that the economic impact on the future of St. Maries was totally overlooked. The locking up of 1,700,000 board feet of timber in our area will almost certainly man a slow death to St. Maries.

Our point is to you is why did the Federal and State governments join with St. Maries to improve our facilities and create an environment for economic growth and development, then turn around and create a wilderness area so large as to literally strangle our very existence? Thank you.

Senator McClure. Thank you.

Mayor Harold Sims.

STATEMENT OF HAROLD SIMS, MAYOR, BONNERS FERRY, ID

Mr. SIMS. Senator McClure and Committee Members, my name is Harold Sims, Mayor of Bonners Ferry.

The people from Bonners Ferry have been concerned about wilderness and have spent many hours of their time to make their wishes known. They have written letters, signed petitions, and held community rallies to take their position of no wilderness for Boundary County known to everyone from the head of the Forest Service in Washington, DC, numerous Congressmen, including you, Senator McClure and you, Governor Andrus.

Our position as stated by all of these various means has been that we want access to public lands for many various purposes: snowmobiling, huckleberry picking, and just recreational driving. We have labored hard also to keep our logging industry valuable and productive. We have supported an annual sell program of at least 45 mbf per year.

Yet the proposed bill we have before us completely ignores everyone but the timber industry. You have taken 92,000 or more acres from the 450,000 in our county and restricted the use of this by the general public by putting it into wilderness.

This amount of acres is more than I have ever heard requested by any environmental group and quite frankly it has shocked a great many residents of Boundary County.

I applaud the mandate to sell 40.5 mbf per year and also these special management area conditions, but the period this is, in effect, should be longer. We may be well into the first planning period before anything is approved.

I can also understand the concerns that the Forest Service will have a hard time meeting this 50.56 mbf sell program with the reduced timber base, reduced by the 92,000 acres you would remove and put into wilderness. This timber base may be further reduced by the land exchange with the State of Idaho in the Selkirk Crest.

I certainly do not understand your reasoning to remove the Selkirk Crest from the very workable joint management plan with the State of Idaho, and to further enlarge it by 5,000 or more acres. This area has never had any high priority of wilderness clarification.

I have some changes that would make the proposed bill more acceptable: (1) The Federal government should reimburse local government with in lieu of tax money for acres put into wilderness. (2) Any land exhange should be from the Forest Service ground outside of our Ranger District. (3) People should not have any less access to Forest Service grounds after the bill than they do now.

Thank you.

Senator McCLURE. Thank you very much.

And our final one in this panel representing the Spokane Chamber of Commerce, Chris Carlson.

STATEMENT OF CHRIS CARLSON, SPOKANE CHAMBER OF COMMERCE, SPOKANE, WA

Ms. CARLSON. Thank you.

Senator McClure. I might just note for the audience that Mr. Carlson was not able to wait until past noon today so we moved him to this panel.

Mr. Carlson. I appreciate this, Senator, very much. Thank you.

Governor Andrus, Senator McClure, Representative Craig, my name is Chris Carlson and I am the vice president of Public Affairs for the Kaiser Aluminum Corporation.

Over 400 of our employees reside in Kootenai County and an equal number of our retirees are scattered throughout northern Idaho. I appear before you today, however, in my capacity as a member of the Executive Committee of the Greater Spokane Area Chamber of Commerce.

Gentlemen, the Greater Spokane Area Chamber of Commerce has sent me here today to testify in support of the compromise wilderness legislation you have worked out. Not only do we believe this proposal to be in the best long-term interests of Idaho and its citizens, we also believe it to be in the best interests of all those residing within the Inland Northwest, and indeed in the best interests of all America's citizens who rightly have a stake in the Federal public lands of Idaho.

For years, Spokane has been the prime economic beneficiary of what transpires in north Idaho. Water is not the only thing that flows downhill. So does money, and just as many streams in North Idaho flow into Lake Coeur d'Alene, and from there into the Spokane River, so too does money flow into Spokane businesses and banks from the timber and mining and agricultural activities that have historically taken place in Idaho's ten northern counties. It is fair to say that Spokane was built with the fruits of much of what took place in north Idaho.

But you two, Senator McClure and Governor Andrus, have again recognized that extractive issue of Idaho's natural resources are not only economic uses of Idaho's land and water. Economic benefits also flow from the rapidly growing tourism and recreation industry, and this is not a one-time extractive use. It is an industry that truly reflects multiple use, for it allows use of a resource again and again.

We at the Spokane chamber believe that the two of you have done a superb job of balancing these oftentimes competing economic uses, that you have recognized the continuing importance of maintaining and nurturing the all-important timber and mining base in north Idaho, while at the same time allowing for the development and future growth of Idaho's increasingly important tourism and recreation industry. Let me give you a couple of specific examples.

In the Bonners Ferry Special Management area, referenced in Section 103, the principal feature of this management description is a direction to the U.S. Forest Service to provide an additional 3,500,000 board feet of timber for harvest per year above the allowable sales quantity offered in the 1987 Panhandle Forest Plan for the Bonners Ferry District. The Forest Service has further directed to include in its plan an ASQ of no less than 40,500,000 board feet per year in this district.

These volumes apply for the first ten-year planning period only, and they are designed to insure that North Idaho lumber mills will have a sufficient supply of logs to stay in business through the decade. This ten-year period will afford these mills ample opportunity to develop value-added strategies and other marketing and production tactics to remain competitive beyond the 1990's.

The additional 3,500,000 board feet will come from an area about 90,000 acres in size and which currently is managed for grizzly bear habitat. Some see this as an incompatible use, but we believe the assurances of experts that this relatively small harvest volume will not jeopardize the bears or their habitat.

More importantly, this prescribed cut is a direct and we believe fair trade-off for the timber-rich Long Canyon area being set aside as a wilderness area for the enjoyment of backpackers, hikers, campers and naturalists for generations to come. A ten-year trade off for in perpetuity wilderness in Long Canyon strikes us as a pretty good deal.

Another example is the Mallard Larkins Special Management area. Here the prescription allows timber harvest in six designated drainages around the perimeter of a proposed 161,000 acre wilderness area while still ensuring that fish and wildlife values are protected. The SMA covers roughly 50,000 acres. The Forest Service is directed to manage the drainages according to the C8S prescription contained in the 1987 Clearwater Forest Plan.

This prescription specifically provides that logging will produce no effect on water quality as defined in the forest plan for the North Fork and Little North Fork of the Clearwater River, and further will protect the high fishable quality of water as defined in the plan for main tributaries of those rivers.

By allowing timber harvest under these conditions, area loggers and mills will not suffer a significant reduction in the timber base, but we will still see fish and wildlife values protected.

This SMA is a classic example of the difficult challenge of balancing competing resource demands. We at the Spokane Chamber understand that some timber interests believe the Mallard Larkins wilderness and SMA's lock-up too much timber, while some environmentalists argue that SMA's will produce destruction of fish and wildlife habitat. The debate suggests to us that your bill is very close to the proper bounds.

Senator McClure. Mr. Carlson, I wonder if you could summarize the balance?

Mr. Carlson. I will, sir.

Senator McClure. Please.

Mr. Carlson. I think critics on both sides of this debate have to recognize that politics is the art of compromise and that Idaho's economic and environmental futures are not well served by a constant series of area-by-area, acre-by-acre land use debates that end up being resolved in a court of law.

We believe there's beauty in this bill in that it recognizes that Idaho is large enough and its people smart enough to accept fair trade-off, that environmental and economic values do not have to be mutually exclusive, that they can be share values in which everyone wins because we progress forward in the best interests of the greatest number.

We commend you for what we believe is a job well done.

[The prepared statement of Mr. Carlson follows:]

spokane

Testimony of Chris Carlson
in support of the
Idaho Wilderness Bill
March 12, 1988

Gentlemen, my name is Chris Carlson, and I am the Vice President of Public Affairs for the Kaiser Aluminum Corporation. Over 400 of our employees reside in Kootenai County and an equal number of our retirees are scattered throughout northern Idaho. I appear before you today, however, in my capacity as a member of the Executive Committee of the Greater Spokane Area Chamber of Commerce. I suspect I was selected by the Chamber's chairman, William H. Cowles III, who is the publisher of the Spokesman-Review, to testify because Mr. Cowles knows that I have dealt with resource issues for years and because of my long association with you, Governor Andrus, and my long acquaintance with you, Senator McClure.

Gentlemen, the Greater Spokane Area Chamber of Commerce has sent me here today to testify in support of the compromise wilderness legislation you have worked out. Not only do we believe this proposal to be in the best long-term interests of Idaho and its citizens, we also believe it to be in the best interests of all those residing within the Inland Northwest, and indeed in the best interests of all America's citizens who rightly have a stake in the Federal public lands of Idaho.

For years Spokane has been the prime economic beneficiary of what transpires in north Idaho. Water is not the only thing that flows downhill. So does money. And just as many streams in

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north Idaho flow into Lake Coeur d'Alene and from there into the Spokane River, so too does money flow into Spokane's businesses and banks from the timber and mining and agricultural activities that have historically taken place in Idaho's ten northern counties. It is fair to say that Spokane was built with the fruits of much of what took place in north Idaho.

But you two, Senator McClure and Governor Andrus, have again recognized that extractive uses of Idaho's natural resources are not the only economic uses of Idaho's land and water. Economic benefits also flow from the rapidly growing tourism and recreation industry, and this is not a one-time extractive use, it is an industry that truly reflects multiple use for it allows the use of a resource again and again. We at the Spokane Chamber believe that the two of you have done a superb job of balancing these often-times competing economic uses, that you have recognized the continuing importance of maintaining and nurturing the all important timber and mining base in north Idaho while at the same time allowing for the development and future growth of Idaho's increasingly important tourism and recreation industry. Let me give you a couple of specific examples.

In the Bonners Ferry special management area (Sect. 103), the principal feature of this management prescription is a direction to the Forest Service (USFS) to provide an additional 3.5 million board feet of timber for harvest per year above the allowable sale quantity (ASQ) offered in the 1987 Panhandle Forest Plan for the Bonners Ferry District. The Forest Service is further directed to include in its plan an ASQ of no less than 40.5 million board feet per year in this district.

These volumes apply for the first ten-year planning period only, and they are designed to ensure that North Idaho lumber mills will have a sufficient supply of logs to stay in business through the decade. This ten year period will afford these mills ample opportunity to develop value-added strategies and other marketing and production tactics to remain competitive beyond the 1990's. The additional 3.5 million board feet will come from an area about 90,000 acres in size and which currently is managed for grizzly bear habitat. Some see this as an incompatible use, but we believe the assurances of experts that this relatively small harvest volume will not jeopardize the bears or their habitat.

More importantly, this prescribed cut is a direct and, we believe, fair trade-off for the timber-rich Long Canyon area being set aside as a wilderness area for the enjoyment of backpackers, hikers, campers and naturalists for generations to come. A ten-year trade-off for in perpetuity wilderness in Long Canyon strikes us as a pretty good deal.

Another example is the Mallard-Larkin special management area. Here the prescription allows timber harvest in six designated drainages around the perimeter of a proposed 161,000 acre wilderness area (which I hiked extensively last summer) while still ensuring that fish and wildlife values are protected. The SMA covers roughly 50,000 acres. The USFS is directed to manage the drainages according to the C8S prescription contained in the 1987 Clearwater Forest Plan.

This prescription specifically provides that logging will produce no effect on water quality as defined in the forest plan for the North Fork and Little North Fork of the Clearwater River, and further will protect the high fishable quality of water as defined in the plan for main tributaries of those rivers. By allowing timber harvest under these conditions, area loggers and mills will not suffer a significant reduction in the timber base, but we will still see fish and wildlife values protected.

This SMA is a classic example of the difficult challenge of balancing competing resource demands. We at the Spokane Chamber understand that some timber interests believe the Mallard-Larkin wilderness and SMA's "lock-up" too much timber, while some environmentalists argue the SMA's will produce destruction of fish and wildlife habitat. The debate suggests to us that your bill is very close to the proper balance.

I recall how earlier you, Senator, came to the Governor's office with maps and reports on the areas surrounding the Hells Canyon. And I can still see the two of you on bended knee comparing notes and drawing lines on the map that reflect hydrological divides and naturally whole areas. You did this after first consulting with the managers of the area's sawmills to ascertain what each would need to sustain themselves in the future on a true multiple-use, sustained yield basis. You then drew lines that essentially said this kind of activity can take place here, but not over there, that this other non-extractive use will have a priority here, but not over there.

In the end all who carefully watched and monitored that process knew that you two had drawn fair and honest lines that took into consideration all the competing uses for precious resources, but also kept in mind how important it is that Idaho have a future marked by the quality of life that Idahoans expect as their birthright. I know you undertook the same thoughtful process with regard to drawing up this current proposal, and we believe that just as your Hells Canyon National Recreation Area has already stood the test of time, so too will this proposal. Thus, we not only endorse the product of your labors, we endorse the process by which you two took it upon yourselves to try and resolve an issue crying out for resolution.

We wish to commend you both for we know that each has had to withstand tremendous pressure from constituents with more narrow viewpoints and we believe more narrow visions of what lies in the best future interest of Idaho and the Inland Northwest. We wholeheartedly endorse the product of your endeavours and we urge that it be adopted into law without any significant amendments or modifications.

On behalf of all those in our membership, many of whom own homes in Idaho and enjoy its bountiful recreational opportunities while still deriving their livelihoods from the resources of north Idaho, we thank you for the countless hours each of you personally put into inspecting the areas under study, reviewing maps and reports, and consulting with all your constituents.

For in the final analysis, this bill is most importantly a fair and reasonable compromise that seeks to put an end to years of divisive debate. During these years much of the vast potential for Idaho's future has been held hostage to those whose narrow view of the future sacrifices the opportunity for many seeking a decent livelihood in the present.

Critics on both sides of this debate have to recognize that politics is the art of compromise, and that Idaho's economic and environmental futures are not well-served by a constant series of area-by-area, acre-by-acre land-use debates that end up being resolved in a court of law.

If folks really care about what is best for the people of Idaho, as well as all public stakeholders in Federal lands, they will recognize that this golden opportunity for a fair compromise between often extreme views may be the last best chance to put a divisive issue behind us and get on with the business of building a prosperous future.

For the beauty of this bill is that it recognizes that Idaho is large enough and its people smart enough to accept fair trade-offs, that environmental and economic values do not have to be mutually exclusive, that they can be shared values in which everyone wins because we progress forward in the best interests of the greatest number.

We, the Spokane Chamber, believe you done good and, again, commend you and thank you for a job well done.

Senator McClure. Thank you very much. Your entire statement will appear in the record in full.

Now, gentlemen and ladies of the panel, thank you very much for your testimony.

Peter Grubb, Jim Gray, George Bennett, Jim Stevens, Gene Bruce, and Jerry Wegman, please take your seats at the table.

And while you are doing so, Charles Hayes from the Nez-Perce Tribe; Raymond Abraham from the Kootenai Tribe, could you please come up and take seats behind the table.

First witness, Peter Grubb.

STATEMENT OF PETER GRUBB, IDAHO OUTFITTERS AND GUIDES ASSOCIATION

Mr. Grubb. Senator McClure, Governor Andrus, Congressman Craig, ladies and gentlemen, I want to thank you all for the opportunity to comment on the Idaho Forest Management Act of 1988. I am here as a representative of the Idaho Outfitters and Guides Association. I would also like to add that I am a resident of Idaho and have been outfitting trips on Idaho rivers since 1981.

The Idaho Outfitters and Guides Association is an organization whose members come from diverse backgrounds and who operate a wide spectrum of outfitting activities. Individually, we hold opinions that are as far apart as Bonners Ferry in the north is from Burley in the south. Therefore, it is difficult for the association to have a unified opinion about any particular issue.

However, there is one thing about which we do all wholeheartedly agree. This is the necessity of the special language that is included in this bill that protects our established historical use.

On behalf of the association, I would like to express our deep appreciation for this special language that recognizes the importance of the outfitting industry to the State of Idaho. We feel that the inclusion of this language is evidence of Senator McClure's and Governor Andrus' commitment to the outfitting industry. For this we thank you. It is our desire to do all in our power to cooperate with you to insure that this language remains in this Act.

As an association, we work together to address problems we share collectively as well as those affecting our individual members. We are as committed to stand up for our common concerns as we are any members individual concern. Especially when we feel that a fellow outfitter's livelihood is threatened.

Because of this, I feel obligated to point out the fact that if the Idaho Forest Management Act of 1988 is passed as it is now written, several of our members will be severely impacted. This fact is due to the way certain boundaries are drawn, particularly in the Mallard Larkins and French Creek areas. You will be hearing from these individual outfitters throughout this process and we ask that you take this situation to heart.

Any boundaries that can be altered, any drainages that can be preserved as complete, undisturbed ecosystems will be sincerely appreciated. We ask that you do all that is possible to insure that their businesses and the jobs their businesses generate be preserved.

For outfitters, there is one basic truth. Preservation means jobs. It is critical that we have unroaded areas in order to protect the wildlife, fisheries, and water quality upon which our industry depends. The main purpose of the creation of wilderness is the preservation of ecosystems. These very ecosystems is what our industry depends on.

Hunting outfitters need healthy elk herds. Fishing outfitters need clean and stable spawning beds in order for steelhead and salmon to survive and multiply. River trip outfitters require pristine river canyons and protected water sheds to insure clean, clear water. These are the attributes that attract our clients to Idaho and offer them a quality of experience not found in many other places.

Some outfitters in Idaho would like nothing more than to see all remaining roadless areas in Idaho become wilderness. Others are less enthusiastic about wilderness designation. We all agree that a compromise must be reached and we are willing to give and take.

This is one basic fact about the outfitting industry that makes us very different from other industries that depend on public lands. We are not an extractive industry. We walk the woods, paddle the rivers, and ride the trials, but we leave little more than footprints and take more than little less than pictures.

Because wilderness and roadless areas exist, we are able to bring significant dollars to the state. And we do this without taking a thing from the general public to whom this land belongs. Because of this, our industry will continue to provide jobs and economic stability in many communities throughout the state for generations to come.

In the 1986–87 outfitting season, outfitters collected $15,725,000 in client fees. These same clients spent another $6,000,000 while traveling in the State, over $2,000,000 was collected in State revenues. The total aggregate financial impact for this period was $45.4 million.

I sincerely believe that the future of Idaho's economy depends on the continued existence of wilderness and wilderness based recreational experience. Outfitters will continue to be a major player in the tourism industry and offer the very services and experiences that draw people to visit Idaho.

Senator McClure and Governor Andrus have recognized this fact by taking the intiative to protect the continued viability of outfitting in this magnificent state. Because of this, they and all the people of Idaho can rest assured that Idaho's economy will always benefit from the mere existence of wilderness.

Benefit not only from the fact that it will provide jobs and income for many future generations, but also from the fact that Idaho will be recognized as a place where people had the wisdom to preserve forests, wildlife, fisheries, clean air, and crystal waters.

Again, I thank you on behalf of all the outfitters for your support and faith in us. We, in turn, offer our support and cooperation.

Senator McClure. Thank you.

Jim Gray.

STATEMENT OF JIM GRAY, NORTH IDAHO TRAIL RIDERS ASSOCIATION

Mr. GRAY. My name is Jim Gray, and I'm here to represent the North Idaho Trailriders organization. Our group has approximately 400 members, most of whom live in the Idaho Panhandle, all of whom are interested in being able to use public land for recreation.

We are opposed to the Idaho Forest Management Act, Senate Bill 2055. We are especially opposed to the proposal for expansion of the Mallard Larkins area. Our reasons for opposing this bill are: this bill does not provide any additional recreational opportunities for the majority of people who use the National Forest for recreation. As a matter of fact, it will reduce the opportunities which we now enjoy.

This bill only provides a certain acreage for the environmental groups, wilderness, and a certain amount of acreage for the timber industry, all the remaining National Forest acreage plus Special Management areas.

Where does the person who doesn't have the time and money for a wilderness experience go for recreation? A clearcut, or perhaps Canada.

Number two, from what we have gathered, the people of Shoshone and Benewah Counties propose that the wilderness acreage of the Mallard Larkins pioneer area be in the area of 30,500 acres. It is interesting to note that your proposal asks for over 200,000 acres, 161,000 acres of wilderness and an additional 50,660 acres Special Management, which is the same as wilderness if you are a motorized user, because as soon as the first road is built, we are forever excluded from using the area. Why is there such a large difference in what the local people support and what your proposal asks?

Number three, we have seen the Mallard Larkins pioneer area, and its beautiful mountain lakes destroyed by those same people who fought so hard to have a special place all to themselves. The facts are that the Mallard Larkins has had its trails eroded by overuse until they are wasted, the grass around the mountain lakes is dead from horse manure and too many footprints. The trees around the lakes are dead, the small trees from tying horses to them, the large trees cut to make tent and corral poles. That problem did not exist when the area was opened to use by everyone. What the Forest Service has allowed to happen to the Mallard Larkins Pioneer area is criminal. Motorized users cannot be blamed for these problems. They were excluded from using this area more than ten years ago.

We do use most of the remaining areas you have included in the Mallard Larkins wilderness area, including the Five Lakes Buttes and Bacon/Forage/ Halo Lakes area. You will see little or no evidence that we use that area, or that the area is overused in any way. I ask that you leave it out of your wilderness proposal; leave it to be used by everyone, not just the select few.

Number four, people should come before elk. The Forest Service and Fish & Game constantly demand more and more areas be closed to protect elk. Of course, some of the closures are valid, but you cannot expect the public to quit using the forest for all other purposes expect to spend the fall worshipping the almighty elk. We have been told that every road that is built from now on will be closed to motorized access. That includes any trails that are intersected by the road building process.

In ten years, if we use the Forest Service numbers for the roads they intend to build, we won't be able to use one quarter of total miles of roads, and the trail systems will be gone except for the trails in the wilderness which we can't use. Where did those of us who use trail machines, three- and four-wheel ATV's, pickups, and campers go for recreation? Where is multiple use? Where is balance?

To summarize, we as motorized users of the National Forest have lost one area after another to things like wilderness, wild and scenic rivers, pioneer areas, special elk management areas, arbitrary road and trail closures, and now more wilderness and special management areas. Enough is enough. We don't want or need any more wilderness.

There are plenty of areas that the timber industry is not interested in that can remain roadless to provide trails, mountain lakes and other beautiful places for people to recreate and for elk to have security. There is no need to subject more land to that kind of treatment that the Mallard Larkins has had. We will be willing to share what is now available to all of us, but we will not be locked out. Thank you.

Senator McClure. Thank you.

George Bennett.

STATEMENT OF GEORGE BENNETT, IDAHO HUNTERS' ASSOCIATION

Mr. Bennett. I am George Bennett, the executive director of the Idaho Hunters' Association speaking for the Northern Central and Panhandle sections of the association. I live in Donnelly, Idaho.

Gentlemen, the Hunters' Association is very appreciative of some of the special language and the special management concept expressed in the bill. We wish those comments could be extended into existing wilderness. However, our position must remain as follows.

We examined areas proposed for wilderness designation in Senate Bill 2055. In doing this, it became increasingly obvious that some areas included would not be substantially affected by wilderness designation through the natural inaccessability. The rationale for withrdrawal of these and other areas proposed from availablilty as a natural resource does appear highly questionable, however.

The original intent of the wilderness act was to set aside a reasonable amount, perhaps 20,000,000 to 25,000,000 acres of our most fragile and unique public lands. Congress, responding to the hysterical but well-funded ravings of a fanatical minority, has now succeeded setting aside a figure approaching 90,000,000 acres. This figure does not include tens of millions of millions of acres under study or proposed for withdrawal and there is no limit on future withdrawals.

The fiction that wilderness is necessary to provide refuge for wildlife does not hold water. Without exception, all species existing in the state have demonstrated the ability to coexist, and even more strikingly, thrive as a result of man's activities and management of the resources. Big game herd populations are almost literally exploding in the managed areas while remaining largely constant or decreasing in the roadless and wilderness areas.

We are proposed to the creation or establishment of any more unmanaged wilderness in Idaho. Repeated surveys of our membership and the public at large have shown a consistent and overwhelming majority that favors this position. In addition, follow-up questioning of some respondents who apparently favored more wilderness revealed an utter misconception concerning the management of the wilderness and access thereto.

The corridors of access proposed in the bill, while easing the problem of access in many areas, are extremely vulnerable to environmentalist challenges and attack. Without those corridors, access to many non-wilderness areas could be denied.

The general public in Idaho and other states would be discriminated against due to the cost of access to wilderness areas in terms of time, as well as expense. Continued access by only a privileged few is not a reasonable approach to national utilization of our public lands.

Experience has already shown that the existing airstrips servicing back country areas are rapidly deteriorating. A process which could be expected to accelerate as a result of this bill. Flight safety will, therefore, be adversely affected and commercial outfitter and private use further limited.

In summary, the majority of Idahoans gain absolutely no benefit from this bill while relinquishing roadless areas that at least hold the potential of future national value and economic benefit if left in their present status.

The Idaho Hunters' Association is adamantly opposed to the lock-up of any more public land in Idaho as wilderness. Thank you.

Governor ANDRUS. Thank you, Mr. Bennett.

Senator MCCLURE. Thank you.

Jim Stevens.

STATEMENT OF JAMES STEVENS, IDAHO SNOWMOBILE ASSOCIATION

Mr. STEVENS. Hello. My name is Jim Stevens. I am representing the Idaho Snowmobile Association. I am also the president of the Sandpoint Winter Riders Snowmobile Club and a native of Sandpoint, Idaho.

My purpose here today is to express the Idaho State Snowmobile Association's opposition to the proposed wilderness bill.

First I would like to make a general statement. The proposed bill will effectively lock up private public lands and only a few people will have access. The wilderness area will discriminate against those people who are not physically able, like older people or physically disabled people the right of walking up these areas.

In the Sandpoint Winter Riders Snowmobile Club, several people presently enjoy wilderness areas with snowmobiles as their form of access and will be unable to have access if the wilderness bill goes into effect.

Now, I would like to make a specific statement about the proposed Selkirk wilderness area. This area is presently under a management plan that was agreed to by both the State of Idaho and the U.S. Forest Service. This plan has been in effect since May 6, 1971, and has handled the Selkirk Crest area as a Special Management area.

With this Selkirk management existing plan I will read the management objective and the basic manual decision of the document. This is my objection. The Selkirk Special Management area is to be maintained in a near natural state to provide an area of enjoyment by individual in a combination of situations that provide a range of outdoor experiences. Next, the management basic decision that we can't base everying on.

The State of Idaho lands are not available to be managed as classified wilderness. The crest is so located that it does not provide areas of seclusion and primeval character as intended by the wilderness act.

The Forest Service land by itself does not include enough area to make a logical unit. The area will be managed in a near natural condition for back country recreation.

The Selkirk Crest Special Management plan is on file with the public lands office at Priest Lake, Idaho. I have submitted a management plan to you people for your information. The bottom line of this, the Selkirk Crest has been previously found to be inappropriate for a wilderness area and has been classified as a special management area for recreational purposes.

The plan has also succeeded in keeping and preserving the Selkirk area in its natural form. So why classify the Selkirk area?

Thank you for your time.

[The prepared statement of Mr. Stevens follows:]

IDAHO STATE SNOWMOBILE ASSOCIATION

Hello, my name is James Stevens and I'm representing the Idaho State Snowmobile Association. I am also the president of the Sandpoint Winter Riders snowmobile club and a native of Sandpoint Idaho. My purpose here today is to express the Idaho State Snowmobile Association's opposition to the proposed wilderness bill.

First, I would like to make a general statement. The proposed wilderness bill will effectively lock up public lands such that only a few people will be able to access them. The wilderness area will discriminate against those who are not physically able (like older and disabled people) to hike or walk into these areas. In the Sandpoint Winter riders snowmobile club, several people who presently enjoy proposed wilderness areas, with snowmobiles as their form of access, will be unable to access these lands if the wilderness goes into effect.

Now, I would like to make a specific statement about the proposed Selkirk Crest wilderness area. This area is presently under a management plan that was agreed upon by the state of Idaho and the US forest service. This plan has been in effect since 6 May 1971 and has handled the Selkirk Crest area as a special management area.

To quickly summarize the present Selkirk management plan I will read the management objective and the basic management decision of the document.

First the management objective: " The Selkirk special management area is to be maintained in a near natural state to provide an area of high rugged country for enjoyment by individuals in a combination of situations that provide a range of outdoor experiences."

Next the management basic decision: " The state of Idaho lands are not available to be managed as classified wilderness. The crest is so located that it does not provide an area of seclusion and primeval character as intended by the Wilderness Act. Forest service land by itself does not include enough area to make a logical unit. The area will be managed in a near natural condition for back country recreation."

This Selkirk Crest special management plan is on file at the public lands office at Priest Lake Idaho.

The bottom line is, the Selkirk Crest has been previously found to be inappropriate for a wilderness area, and has been classified as a special management are for recreation purposes. The plan has also succeeded in keeping and preserving the Selkirk Crest area in its natural form.

So, why classify the Selkirk Crest area as a wilderness area in the sole interest of adding wilderness acreage.

Senator McCLURE. Thank you.
Gene Bruce.

STATEMENT OF RICHARD E. BRUCE, IDAHO BACK COUNTRY HORSEMEN

Mr. BRUCE. I am representing the Panhandle Back Country Horsemen and the State of Idaho Back Country Horsemen, representing approximately 350 members throughout this state.

We are concerned about two areas of that as it is written.

Our first concern is with Section 308 which deals with the grandfathering out outfitter camps in the Frank Church Wilderness of No Return wilderness in central Idaho. At our recent state convention, March 5, 1988, the following resolution was passed:

Whereas, members of the Back Country Horsemen of Idaho were involved in the development of the Frank Church River of No Return Wilderness Management Plan, and whereas, members of the Back Country Horsemen of Idaho are frequent users of the Frank Church River of No Return Wilderness Area and other wilderness areas, both in the State of Idaho and elsewhere.

And whereas, members of the Back Country Horsemen of Idaho support the Wilderness Act of 1964 and the Frank Church River of No Return Wilderness Act, 1980, and their intent.

And whereas, the Idaho Forest Management Act, Section 308 would grandfather current outfitters' practices into all wilderness areas in the State of Idaho, which practices are deemed unacceptable by the members of Back Country Horsemen of Idaho.

And whereas, the adoption of such outfitters; practices in the Idaho wilderness area would jeopardize the management practices of wilderness areas in other states.

Therefore, be it resolved that the board of directors of the Back Country Horsemen of Idaho from Idaho's congressional delegation that we oppose any attempt to allow the outfitters in Idaho wilderness areas to use permanent structures and facilities for their exclusive use, maintain permanent caches, box in and pipe spring water, erect permanent corrals or use artificial salt-licks to bait big game animals.

And be it further resolved, that the board of directors of the Back Country Horsemen of Idaho seek the support of any and all organizations and congressional personnel who may help obtain the goals of this resolution.

As this resolution reads, we are concerned that the current outfitter practices include extensive development of camps in the Frank Church River of No Return Wilderness which include permanent structures, caches, barns, cabins, et cetera. To allow the guides and/or outfitters to establish cabins, barns, caches, et cetera, in other wilderness areas is totally unacceptable to our group.

Our group is concerned with low impact camping and reducing damage to the environment by poor human/horse use. To allow buildings and permanent camps is a gross abuse of the wilderness.

Our second concern, on both a local and state level, is with the proposed roading and management in general of the upper St. Joe/Mallard Larkins region.

This area is one of north Idaho's most pristine areas containing resources which, when disturbed by roading and logging, totally disrupts the ecology of the area. Wildlife and fish habitat, once destroyed or damaged, are gone forever in today's society never to regain its original state.

We realize the importance of the logging industry in north Idaho, but seriously question the construction of roads and logging in the areas of such fragile soil and environment. With the extreme cost of roads and at best, marginal profitablity of logging these areas, we are opposed to the Idaho Forest Management Act as proposed.

Senator McClure. Thank you.

Jerry Wegman.

STATEMENT OF JERRY WEGMAN, CONSERVATION CHAIR, CLEARWATER FLYCASTERS

Mr. Wegman. Thank you. My name is Jerry Wegman. I am the conservation chairman for Clearwater Flycasters. We are located not too far from the Clearwater National Forest and from the Mallard Larkins area.

First of all, I would like to thank Governor Andrus, Senator McClure for your hard work in putting together this Wilderness Bill. I know it wasn't easy. A lot of compromising had to be made, and I think all Idahoans are grateful for your efforts. Also, I want to thank Representative Craig for taking the time to be here today from a very busy schedule I know.

You have my testimony, written testimony. I'm not going to read it. I'm just going to comment on a few points.

First of all, our main concern with the fishing club is with respect to section 302(a) of the proposed bill. This section is literally a bombshell. It has a tremendous impact and influence, not just for Idaho, but for the entire United States. This section would change current Federal water law. It would renounce and amend any Federal claim to implied water rights in wilderness areas. This is a highly controversial matter. It's being fought over in Federal courts and state courts throughout the United States.

And our feeling is that, it's such a difficult and complex issue, that it should not be lumped in together with the Idaho Wilderness Bill which is already complicated enough and controversial enough and difficult enough. We feel that this issue of water rights in the Federal wilderness area should be separated from the bill. It's something that can be addressed specifically on its own with a separate bill, particularly because it would affect not only Idaho, but all the United States.

And so if the Congress wishes to address this matter which clearly is within your purview to do so, if you want to do that, we suggest you do it in a separate bill, take it out of the Idaho bill. It will make the Idaho bill more powerful. It will simplify it, and we strongly recommend that course.

Second point that we have and second suggestion or recommendation, perhaps, we have with respect to the bill lies with a particular area of the Clearwater National Forest very close to the Mallard Larkins, or perhaps part of the Mallard Larkins is the drainage on the west side of the Little North Fork of the Clearwater River. This drainage is designated on map no. 3 on page 2 of the area-by-area summary of the Idaho Wilderness proposal, map no. 3, designating as a special management area. It's off to the very leftmost portion of the Mallard Larkins section of the wilderness area.

This was not included in the wilderness designated area. I suppose it was part of the compromise that you had to make, but clearly there is an intent to protect the area. And the reason for that need for protection is that this is an area of fragile soils, highly erosionable, and prime fisheries in the Little North Fork of the Clearwater. And I know, from our club members who have told me and my own experience in that area, it is absolute prime fish area. It's perhaps as good as the Kelly Creek, which I thank you for the protection and inclusion of Kelly Creek. And before I forget, I specifically want to thank Senator McClure for your recent action with respect to the Lower Snake River and your bill to try and protect that section of the river. I know you are concerned about the quality of our environment, just as much as anybody.

To get back to this area, it's on the west side of the Little North Fork of the Clearwater. It is in need of protection of the fragile soil and very viable fisheries. It was designated a Special Management area. Our problem is that the way that I think you want to protect this is by using the C8S provisions in the Clearwater National Forest plan.

Here the Clearwater Forest Plan, the C8S provision plan relies primarily for their standards on section K, which designates the amount of degradation that can be permissible in various streams.

So, K5 through K7 list all the various streams and list how much they can be degraded. For example, no effect of high standards on the sellway has no effect. It's not to be degraded. Other streams can be degraded more because they are not considered quite as viable.

The K standards, standards found in section K of the Clearwater National Forest plan do not apply to that section of Special Management area that I am referring to on the west side of the North Fork. The reason is that that section is not in the Clearwater National Forest; it's in the St. Joe National Forest. So Section K and the standards of C8S which is supposed to protect this area, can't do it.

I think this is probably an oversight. It is a very complicated bill, there is lots of little areas so I can see how that happened.

What I would like to suggest to you is that you designate that area for no effect which is the highest standard of protection. So if I could just say one brief word with the third point, and that is with respect to fish in Hungry Creek, and which is just below the Mallard Larkins.

[The prepared statement of Mr. Wegman follows:]

CLEARWATER FLYCASTERS
119 N. Blaine
Moscow, Idaho 83843
by
Jerry Wegman, Conservation Chair

TESTIMONY FOR THE HEARING RECORD
Idaho Wilderness Bill, 1988

The Clearwater Flycasters is a fishing club consisting of seventy members residing in Idaho and Washington. The members are familiar with, and concerned for the waters of North Idaho. We appreciate the opportunity to be heard regarding the proposed Act. While we applaud the intent to protect Idaho's natural treasures, we believe that the Bill is unwise in the following particulars:

1. Sec. 302 (a) Renounces Implied Federally Reserved Water Rights in Wilderness Areas.

Ruling federal case law consists of Sierra Club v. Lyng, 661 FS 1490, (1987). This case, written by Judge Kane, asserts that "federal water rights were impliedly reserved when wilderness areas were designated". Sec. 302 (a) would change that rule, by renouncing and abandoning any claim to "either an express or implied reservation of water or water rights for any purpose" in any wilderness areas, present or future. Sec. 302 (a) does not just affect the proposed Idaho wilderness; it affects every wilderness area in the United States. It modifies the language of the original Wilderness Act of 1964.

We feel that such a major policy decision as that embodied in sec. 302 (a) should not be incorporated in the present Bill for two reasons: First, it needlessly complicates and makes more controversial an already complex and controversial Bill. Western water rights are an issue that is technically difficult and hotly contested. There are already enough such provisions in the Wilderness Bill. Adding another will muddy the waters and will decrease the Bill's chances for enactment into law. Second, we feel that as a national policy, the Reservation Doctrine should be applied to wilderness areas. These areas are dependant upon water, and so without water rights the fundamental purpose of preserving wilderness would be lost.

2. Mallard-Larkins Special Management Area West of the Little North Fork Clearwater.

The "Area by Area summary - Idaho Wilderness Proposal", page 2, map no. 3, designates an area to the west of the Little North Fork as a "special management area". This is an area of fragile soils and questionable capacity for reforestation. The Little North Fork is known to our members as a prime trout stream, rivaling anything in North Idaho. We are concerned because this area was not included in the wilderness area. The special area provisions call for management in accord with "C8S" in the Clearwater Forest Plan.

"C8S" is described in III-53 of the Clearwater Plan. Its "Standards", listed at III-54, state: "Manage fisheries to meet standerds listed in Appendix K". Appendix K lists standards for watersheds within the Clearwater N.F. However, the area to the west of the Little N. Fk. Clearwater, (including Foehl Cl.) is outside of the Clearwater N.F. and so no standards are prescribed for the streams in this area. Thus it appears that there are no standards at all for this area. We conclude that this important area has been left completely unprotected. This is inappropriate for an area of great fishery value and fragile soils.

3. Fish and Hungry Creeks, Clearwater N.F.

Fish Cr.runs into Hungry Cr., which then runs into the Lochsa about 20 miles above its confluence with the Selway River at Lowell, Idaho. Fish Cr. has been described by the Idaho Dept. of Fish and Game as the finest spawning stream on the Clearwater system for wild Steelhead. The importance of wild steelhead can not be overestimated. Genetic degradation is occurring in the hatchery raised steelhead. It is vital that wild stocks be preserved and made available to hatcheries and out-plantings in other waters. If a disastrous fish disease should wipe out the hatchery stock, wild steelhead would be needed to replace them. The Dworshak Steelhead hatchery has been plagued with serious fish disease in the past. For this reason it is essential that Fish Cr. and Hungry Cr. be included in the wilderness area, so that their fertility as spawning areas for wild Steelhead is protected.

Thank you for considering our comments.

Senator McClure. Your statement will be made part of the record in full and your time has expired.

Mr. Wegman. Well, thank you again for your patience. This is a great thing that we can do this in the United States. There are certain places you could not do this democratic exercise.

Senator McClure. Thank you very much. I appreciate your testimony.

But before leaving, let me state this. Apparently there is more confusion about the water provision in this bill than any other, and perhaps the attempts to be very, very precise has led us to use more words than people understand.

It is not the intention of the bill and, in my view, it is not the effect of the bill to remove or to affect implied reserved water rights which the Federal Government has as a result of these being public lands.

In the first instance, it does intend to say that the passage of this bill does not create any additional rights, nor either expressed or implied as a result of the passage of this bill.

But whatever the claim the Federal Government has now will continue. It also provides that if they need any additional rights above those which they now have, because of the fact it would be managed as a wilderness area, they could then apply for that additional water pursuant to the State water law, just as any other entity would.

I would also say that I do not believe of your interpretation of the C8S language is correct, but we will go back and look at it and try to make certain because it is our intention that the C8S does apply to those areas.

Thank you very much for your testimony.

Mr. Wegman. Thank you, gentlemen.

Senator McClure. Mr. Charles Hayes and Mr. Raymond Abraham, come forward, please.

While they are coming forward, would the following panel members please come up and take seats on the stage in the rear.

Dennis Wheeler, Karen Hinson, Bill Mote, Bill Booth, Normal Plank, Larry Isenberg, Marlin Clausner, and Brad Corkill.

Mr. Hayes.

STATEMENT OF CHARLES H. HAYES, CHAPLAIN, NEZ PERCE TRIBE

Mr. Hayes. Thank you, Mr. Chairman. Senator McClure, Governor Andrus, members of the community, ladies and gentlemen, I would like to extend to you our gratitude in behalf of the Nez Perce Indian Tribe in allowing us to provide testimony today on this wilderness bill.

I will not read the testimony verbatim. There is some places that I would like to highlighht within that testimony that I have provided today.

Senator McClure. Your entire statement will appear in the record.

Mr. Hayes. Thank you. Mr. Chairman, the Nez Perce Tribe today is concerned with fish and wildlife as we all realize there needs to be habitat that is suitable for these resources. Our tribe has been involved in many of the processes that are going on in the reservation and the enhancement of the fisheries. We are a member of the club of the tribal fishery commission. We have been working very close with the fishery managers in the State of Idaho, Oregon, Washington, Canada, and Alaska. And through the past few years we have been successful in, I think, reinforcement as we have had once by the increasing of the run that's in the Columbia Basin, I think. The final thing that we are in successful in achieving was the finalization of the U.S. and the Canada Salmon Pacific Interception Treaty which was finally resolved in December of 1985.

Mr. Chairman, our concern is towards these efforts that we have and I think one of the concerns that we have, of course, with the special management areas within the bill. I think a lot of these management areas that there should be special management practices that should be designated for these to insure that any habitat degradation will be enhanced and restored.

Mr. Chairman, I think there is on page number 3 beginning at the top it states that there is not one single inch of Clearwater River Basin that is accessible to anadromous fish would be designated wilderness by this bill. And I would like to cite the letter that was sent to Senator by Thomas Green with the Idaho State Historical Society. In regard to this matter where they requested that the language that is included within the Act should include also protection for agricultural sites.

Mr. McClure, in your answer, to respond to your letter, in the last section of the second paragraph, where it says, "Nonconstructural sites are protected by the wilderness designation." Therefore, we submit to you, Mr. Chairman, that is archaeological in nature, that language. It is not protected. We have many sets of divisions that the National Forest has. It is our testimony that it states that not one inch of that was designated, so therefore they are protected by other acts which brings me to my next point in my testimony, Mr. Chairman.

Page 8, the proposed legislation was drafted without specific acknowledgement of the treaty rights of the Nez-Perce Tribe. This is important to further enunciate the federal tribal relationship as developed throughout the treaty making period which has relevance today.

Specifically, treaty rights for cultural, religious, gatherings, e.g., grazing, hunting and fishing needs specific recognition in the federal legislation. The proposed wilderness areas designated covers aboriginal areas of the tribe which are used today by the members needs to be inventoried, protected, and enhanced.

The language of nothing in this bill shall be construed to change or modify any treaty or agreement between the U.S. and the Indian tribes should be included in the introduction of this bill.

Mr. Chairman, these are the concerns of the Nez-Perce tribe, and I'm confident that they will be taken into consideration. Thank you.

[The prepared statement of Mr. Hayes follows:]

Testimony of the Nez Perce Tribe

Mr. Chairman, members of the Committee, Thank you for allowing the Nez Perce Tribe to provide testimony on this bill. Since time immemorial, anadromous fish and wildlife resources have furnished our people with food that sustains not only our bodies but also our spiritual and cultural existence. That is why we reserved the right to take fish and hunt in our treaties with the United States by which we ceded our claims to millions of acres thereby making the settlement of the Northwest possible. This reserved right has, in several cases before the federal courts, been interpreted to implicitly include the right to protection of the habitat and water quality and quantity upon which the expressly reserved right depends.

Many of the naturally spawning salmon runs of the Columbia and its tributaries, particularly Snake River spring and summer chinook, are extremely depressed. But since these fish are so important to the cultures and economies of both Indians and non-Indians a massive program is underway to remedy this serious problem. Elements of this federally mandated program include the Lower Snake River Compensation Plan, the Pacific Northwest Electric Power Planning Conservation Act of 1980, and the United States/Canada Pacific Salmon Interception Treaty.

The Pacific Northwest Electric Power Planning and Conservation Act of 1980 recognized the plight of our salmon by requiring the preparation of a Fish and Wildlife Program to be implemented by the Bonneville Power Administration and federal water managers. Promulgated in November of 1982, that Program has as its chief goal the restoration of naturally spawning runs in the Columbia and Snake river systems. Its projected cost in capital expenditures alone is between $650 and $740 million. Those expenditures are expected to be repaid tenfold by the economic benefits of returning salmon and steelhead. However, without the protection of key spawning and rearing habitat such as that contained in areas proposed for wilderness by the Nez Perce Tribe, the benefits of the Fish and Wildlife Program may be unnecessarily and inexcusably undermined.

As co-managers of the Columbia and Snake River salmon and steelhead resources, we recognize the need for fishery management coordinated between tribal, state, and federal managers. Recent experience has demonstrated that the fish are the main losers in turf battles between competing jurisdictions and that is why the fishery managers of the Pacific Northwest have been active participants in the implementation of the United States/Canada Pacific Salmon Interception Treaty. This Treaty obligates the United States to restore naturally spawning chinook stocks by 1998. We are shocked to discover that, despite this federal commitment, not one single inch of the Clearwater River Basin that is accessible to anadromous fish would be designated wilderness by this bill! As ardent supporters of wilderness protection for critical salmon and steelhead spawning and rearing areas, we cite the omission of acreages in the Lochsa River drainage. Two prime examples are Crooked Fork and White Sand Creeks which have the habitat to produce 75 percent of the chinook salmon in the entire Lochsa River system. Restoration of Clearwater River salmon and steelhead runs is absolutely essential to the fulfillment of the Pacific Salmon Interception Treaty and the federal government's treaty with the Nez Perce Tribe.

Much of the habitat that supported the formerly huge runs of salmon and steelhead and large herds of game animals is no longer available because human activities such as mining, logging, road-building, and livestock grazing have made it unsuitable. According to data presented in the Forest Plans many areas that have been managed intensively for timber can no longer support 25% of the elk numbers they potentially could have. Many roadless areas are now scheduled for development that is intended to impact the wildlife resource to a lesser extent than past practices. That intent is being expressed in outputs from computer models that may or may not represent reality. If there is an example of Forest Service development activity that benefits fish, we are not aware of it. The experience of the Nez Perce Tribe indicates that fish and wildlife are the resources expended when the national forests are developed for other economic activities, and we therefore respectfully request that you conserve the roadless and undeveloped character of areas that harbor fish habitat by designating them wilderness. For your information, we have attached a listing of the roadless areas that are important as wildlife habitat and as for spawning and rearing habitat for fish.

One of the unique aspects of the proposed Idaho forest Management Act of 1988 is its creation of "Special Management Areas." These Special Management Areas are problematic in several respects. First, they essentially constitute backdoor "hard release" provisions in that they mandate development of areas not recommended for wilderness designation. Second, these Special Management Areas were created without consultation with regional fish managers and without regard for federal fish restoration efforts. Third, not only will they not protect fish habitat, they seriously undercut broadly supported efforts to restore habitat.

For example, the South Fork Salmon River Special Management Area suffers from all of these defects. The language proposed in this bill would effectively undo significant progress made over the past several years toward creating the foundation of a broadly supported management scenario for the South Fork drainage. Much of that progress has come about as a result of a consensus process initiated by the Payette National Forest. One of Senator McClure's staff-people participated in the consensus group.

During the consensus process, management of the South Fork drainage was the primary discussion topic, and several key points emerged in that regard:

1). Anadromous fish (summer chinook and steelhead) must be recognized as the pivotal resource in the drainage;

2). Efforts to restore damaged fish habitat there must begin immediately;

3). After initial gains in terms of restored fish habitat are made, timber management may again be initiated.

During subsequent consensus group meetings a plan endorsing these concepts evolved. (Unfortunately, that plan is totally ignored by this bill.) It came to be known as the "step plan" because it incorporated phases of habitat restoration followed by timber harvest. A group of restoration projects designed to reduce fish-limiting sediment inflow to the South Fork would first be implemented and, after its completion, a small amount of timber harvest could be scheduled. Simultaneously, a second group of habitat projects would be started and, once successfully completed, these could also be followed by timber harvest. This process would continue until sediment inflow to the South Fork was significantly reduced, and enough restored fish habitat was available to support fishable populations. At that point the possibility of increasing the timber harvest level in relation to the ongoing restoration work could be considered. But continuation of sediment-producing activities, such as logging, would remain contingent upon maintaining an improving sediment trend and, eventually, achieving something approaching natural in-river sediment levels. Fish would continue to be the primary resource of concern, with other activities permitted only insofar as fish were not adversely affected by them.

The special management language proposed by this legislation would undo everything that the consensus participants worked to achieve.

First, the bill only considers that portion of the South Fork north of the Boise/Payette National Forest boundary. It ignores the fact that significant sediment inflows occur upstream of the proposed special management area and that these could effectively neutralize any gains made through special management of downstream reaches.

Second, the proposed special management only requires a standard of "no net increase in sediment deposit." In other words, if an activity resulted in one ton of new sediment being delivered to the river then mitigation would also amount to removing (or preventing entrance of) only one ton of sediment--a one-to-one ratio. Adopting this approach condemns the South Fork to remaining in its presently degraded state, and thus offers little hope of our ever restoring the fish or the fisheries. It also completely undermines the approach developed by the consensus group, which incorporated a ten-to-one ratio of sediment removed or prevented to sediment entering the River.

Further, for purposes of determining the amount of needed mitigation, this legislation mandates reliance on predictions of new sediment made through use of a largely unvalidated sediment model (BOISED) that, to date, has typically underestimated actual amounts of new sediment resulting from a given activity.

Finally, if this legislation is enacted, mitigation would be achieved by removing sediment after it reaches the stream. In the step plan, emphasis was placed on preventing sediment from reaching the stream in the first place.

In the final analysis, the proposed Special Management language does nothing to ensure that the existing degraded conditions in the South Fork will ever be improved. At best, it simply maintains the status quo, a condition deemed intolerable by recent federal legislation and recognized as such by every concerned entity in the Basin. Special Management Area designation does nothing to help, and in many cases only aggravates existing problems.

The proposed legislation was drafted without specific acknowledgement of the Treaty Rights of the Nez Perce Tribe. This is important to further enunciate the federal tribal relationship as developed throughout the treaty making period which has relevance today.

Specifically Treaty Rights for cultural, religious, gathering, e.g., grazing, hunting and fishing needs specific recognition in the federal legislation. The proposed wilderness areas designated covers aboriginal areas of the Tribe which are used today by tribal members needs to be inventoried, protected and enhanced.

The language of "Nothing in this bill shall be construed to change or modify any Treaty or agreement between the United States and Indian Tribes" should be included in the introduction of the bill.

Mr. Chairman and members of the Committee, like the circle of migration completed by our salmon every few years, the protection of the Snake River's fish resources is also a circle that includes harvest management, water project passage protection, supplemental production and protection of spawning and rearing habitat. Without any one part of the circle, the salmon's journey cannot be completed and both the salmon and the people who depend on them suffer the loss. On behalf of our Tribe and for the benefit of all creatures in our part of the world, we implore you to protect the salmon's home with wilderness designation. Thank you.

CLEARWATER NATIONAL FOREST

North Lochsa Slope (Rare II-307) 113,662 acres

This large section of Lochsa River drainage contains the 54,000 acre Fish Creek drainage and numerous other smaller tributaries. Contained within these drainages are some of the best chinook salmon and steelhead spawning and rearing areas in the entire Lochsa Basin. Key big game summer and winter range is also found in the North Lochsa Slope. Elk, moose, mule and white-tail deer, mountain goat, mountain lion, and black bear frequent the area. Non-game species include fisher, marten, and lynx. At least four prehistoric sites are known to exist here, along with numerous old Nez Perce trails.

About 108 thousand acres are classified as essential gray wolf habitat.

Fourteen coastal disjunct species of vegetation (not normally found east of the Cascades) thrive within the North Lochsa Slope. A 1,300 acre research natural area (RNA) was established here in 1977 as a result.

Hoodoo-Great Burn (Rare II 1-301) 149,147 acres

The southeast portion of the Great Burn contains headwaters of the Crooked Fork Lochsa and Boulder Creek, both producers of chinook and steelhead. Resident fish values (the area contains nationally known Kelly Creek, a "blue ribbon" trout stream) are high.

Wildlife species include abundant elk, mule deer, and black bear. Mountain goats, cougar, and moose are also present. Two confirmed sightings of gray wolf have been made in the Kelly Creek area; 110 thousand acres of the Great Burn are considered essential wolf habitat. Several unconfirmed sightings of grizzly bear have been reported; the entire unit could qualify as essential grizzly habitat.

Twenty-four prehistoric sites and four trails are known. The Clearwater National Forest (CNF) has recommended that about 100 thousand acres of the Great Burn be designated wilderness.

Elk Summit - comprising Rare II units North Fork Spruce - White Sand (1-309), 33,454 acres; Sneakfoot Meadows (1-314), 22,334 acres; and the eastern segment of Lochsa Face (1-311_, from Warm Springs Creek east to Sneakfoot Meadows boundary.

North Fork Spruce - White Sand area contains streams highly valuable for chinook and steelhead spawning and rearing purposes as well as for resident trout production. White Sand Creek is the major undeveloped tributary used by salmon and steelhead in the Lochsa system. The unit is famous for its large moose population. Moderate numbers of elk, mule deer, and black bear occur; summer range is extensive.

About 25 thousand acres are classed as essential wolf habitat. Over 10 thousand acres have been recommended for wilderness by CNF.

All but one major creek in the Sneakfoot Meadows unit drain into White Sand Creek. The streams are important native fish habitat and contribute to the anadromous production of White Sand Creek. Except to the north the area is surrounded by other roadless land. The local moose herd is considered north Idaho's largest and Sneakfoot is presently managed to assure them maximum protection. Mule deer, elk, and black bear are also present; fisher are seen occasionally. The entire unit is considered essential wolf habitat.

Numerous old Nez Perce trails cross the area. Clearwater National Forest has recommended eight thousand acres be designated as wilderness.

The eastern third of Lochsa Face unit is included here because it is considered crucially important to maintaining the moose occupying this and adjacent lands (e.g. Sneakfoot Meadow). Streams in the area produce both anadromous and resident fish. Elk, mule and white-tail deer, mountain goat, cougar, and black bear are also present. The area is important, high quality elk summer range.

Wilderness attributes for people (e.g. solitude) are considered most available in this portion of the Lochsa Face.

The entire area is essential gray wolf habitat.

Prehistoric sites and several Nez Perce trails are found in the area.

Mallard-Larkins (Rare II 1-300) 132,746 acres

Although no longer accessible to anadromous fish, the Mallard-Larkins unit remains extremely important to the Tribe for purposes of fishing. Hunting and other cultural activities are also pursued.

The area's proximity to the Nez Perce Reservation, together with its numerous resource values, cause it to be extensively used by tribal membership today, as in the past.

Mallard-Larkins contains quality resident-fish-producing streams and abundant wildlife, including one of the largest Rocky Mountain goat herds in northern Idaho. Elk and deer are also common. Unconfirmed sightings of grizzly bear and gray wolf have been reported, and 90 thousand acres have been designated as essential wolf habitat. The unit contains over 41 thousand acres of key elk winter range.

At least two prehistoric-use areas and one long-used Nez Perce trail are known to exist in the unit.

PAYETTE NATIONAL FOREST

Rapid River (Rare II 1-922 and 4-922) 150,600 acres

This unit contains virtually the entire Rapid River drainage. Rapid River, a wild and scenic stream since 1975, is the major salmon and steelhead producing tributary to the Little Salmon River. In addition to the natural fish production, Rapid River is the site of a major spring chinook hatchery, and is an important fishing site for the Nez Perce.

The drainage contains significant deer and elk summer and winter range and hosts black bear, bighorn sheep, and numerous upland game and non-game species. Rapid River's Rocky Mountain grand fir/Douglas fir ecosystem is not well represented in currently classified wilderness areas.

French Creek/Patrick Butte (Rare II 4-446) 168,215 acres

Tributaries draining this unit flow into the Little Salmon on the west, main Salmon to the north, Secesh River (South Fork Salmon) on the east, and North Fork Payette to the south. The Salmon system tributaries produce, directly or indirectly, spring and summer chinook and steelhead. All produce resident fish.

Terrestrial wildlife species include elk, deer, bighorn sheep, black bear, and pine marten. Golden eagle, osprey, and turkey are present. Both gray wolf and moose have been reported in the area.

Secesh (Rare II 4-455) 259,682 acres

This unit stretches across the Payette Forest, from Payette Lake on the west to Big Creek (Middle Fork Salmon system) on the east. Both the Secesh and South Fork Salmon rivers flow through this unit, thus it is a major production area for now-depleted summer chinook stocks. These rivers also produce good numbers of wild steelhead, and Idaho Department of Fish and Game manages the South Fork system to continue the wild steelhead production while summer chinook numbers are being rebuilt. Both streams are under consideration for Wild and Scenic designation. Big Creek is a major tributary of the Middle Fork Salmon, Idaho's primary wild spring chinook producer. Spring chinook production in Big Creek is monitored as an "indicator stock" under the US-Canada Salmon Interception Treaty.

Wildlife presently includes deer, elk, black bear, mountain goat, cougar, and bighorn sheep. The South Fork Salmon provides important elk winter range. Gray wolf are reported to inhabit the area.

Three potential National Natural Landmarks (Slick Rock, Lick Creek Block Stream, and Rainbow Rock) lie within the unit's boundaries.

Several prehistoric sites are known in the unit. Payette National Forest has recommended that about 108 thousand acres of the Secesh unit be designated as wilderness.

Needles (Rare II 4-451)

Separated from the Secesh unit by only a road corridor, the Needles unit includes significant portions of several major South Fork tributary systems and lower Secesh River tributary systems, all of which produce summer chinook and steelhead.

The Needles unit is home to the same species that occupy Secesh unit. An additional resident fish (Grayling) is also present in some area lakes. A unique geologic feature, the Needles, lies inside the unit boundary.

Payette National Forest recommends wilderness designation for about 92,500 acres.

Caton Lake (No Rare II designation) 98,839 acres

This area lies between the South Fork Salmon River on the west and Johnson Creek (major tributary of East Fork South Fork Salmon) on the east and extends from the East Fork South Fork on the north to Warm Lake in the south. The unit encompasses a considerable portion of west-flowing South Fork tributaries. Both systems produce wild summer chinook and steelhead.

The area provides important deer and elk summer and winter range, as well as licks, wallows, and escape cover. Black bear, mountain goat, and cougar are present. The entire area is recommended as essential gray wolf habitat.

Salmon River Breaks (Rare II 4-921) 98,532 acres

This unit, titled Cottontail Point to Pilot Peak in the Payette National Forest's draft management plan, is composed of breaklands draining into the South Fork and main Salmon rivers--both major producers of chinook and steelhead. Resident fish are produced in the area's streams as well.

The unit provides habitat for deer, elk, moose, black bear, mountain goat, bighorn sheep, cougar, and various furbearers. Several large elk calving areas are within the area. At least one grizzly sighting has occurred just north of the unit in the Frank Church River of No Return Wilderness.

SAWTOOTH NATIONAL FOREST

Boulder/White Clouds (Rare II 4-551) 443,970 acres

Numerous headwater tributaries to both the main Salmon and East Fork Salmon Rivers are contained within this area. These systems produce chinook, steelhead, and resident fish.

Sixty species of mammals have been reported, including wolverine and fisher. Peregrine falcon have been seen in the unit.

Sawtooth National Forest recommends wilderness designation for 139 thousand acres.

Hanson Lakes (Rare II 4-061) 66,500 acres

This unit, also known as Sawtooth Addition or Ten Mile-East, lies contiguous with the NW border of the existing Sawtooth Wilderness. Within the Hanson Lakes area are numerous main and Middle Fork Salmon River tributaries, as well as parts of the Stanley and Redfish lakes drainages. These systems produce chinook, sockeye, and steelhead, as well as resident fish.

A variety of wildlife species occur, including the endangered gray wolf.

CHALLIS NATIONAL FOREST

Pahsimeroi Mountains (Rare II 4-209) 72,107 acres

This area is watershed for numerous tributaries to the Warm Springs River on the west and the Pahsimeroi River on the east. Small numbers of chinook and steelhead may spawn and rear in the tributaries; both species occupy the Pahsimeroi River, which also supplies IDFG's Pahsimeroi Hatchery, a chinook and steelhead production station.

Elk, mule deer, bighorn sheep, pronghorn antelope, and numerous small mammal species reside in this area. Big game populations are well below existing habitat capacity. Although no inventories have been conducted, it is highly probable that prehistoric sites exist throughout the area.

Red Mountain (Rare II 4-063) 116,325 acres

This area encompasses Middle Fork Salmon River headwater drainages, including Bear Valley Creek--an important spring chinook producer and an historic tribal fishing area. South Fork Payette River drainages are also contained herein.

Elk and mule deer occur throughout the area. The gray wolf is also thought to be present here.

Borah Peak (Rare II 4-210) 129,581 acres

This area's primary value to anadromous fish is as a watershed to the Pahsimeroi River and hatchery, which produce chinook and steelhead.

Mule deer, elk, bighorn sheep, and pronghorn antelope are the major large mammal species found in the area. Primary timber values lie in maintaining watershed, wildlife, and visual qualities.

Challis National Forest recommends wilderness designation for 116,000 acres of the Borah Peak area.

Lemhi Range (Rare II 4-503) 314,026 acres

The Lemhis provide watershed for Pahsimeroi River tributaries on the west, Lemhi River tributaries on the east, and Salmon River tributaries on the north. Each stream supports populations of chinook, steelhead, and resident fish species.

Major large mammal species present include mule deer, elk, mountain goat, black bear, and cougar.

Numerous prehistoric sites exist in the area.

SALMON NATIONAL FOREST

Goldbug Ridge (Rare II - included as part of Lemhi Range 4-503) 11,513 acres

This area is the northern "tip" of the Lemhi Range, separated from the main Lemhi Roadless Area only by a road corridor. Its attributes are similar to these of the main Lemhis -- streams draining into the main Salmon, excellent wildlife habitat, etc. This area should be considered as part of the Lemhi Range unit.

West Big Hole (Rare II 4-943) 81,068 acres

This area contains the upper, eastern segment of the North Fork Salmon River drainage as well as numerous tributaries to the main Salmon and Lemhi rivers. Significant chinook and steelhead habitat in essentially pristine condition is found in Sheep Creek, a major North Fork Salmon tributary. Anadromous fish production potential elsewhere within the area is substantial.

Core migration corridor areas and key winter range for interstate mule deer and elk herds lie within West Big Hole lands.

[illegible]

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IDAHO STATE HISTORICAL SOCIETY

CECIL D. ANDRUS, Governor

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March 8, 1988

TO: IACPA

RE: Wilderness Bill

FROM: Thomas J. Green TJ Green

Enclosed is the letter we sent to Senator McClure regarding historic preservation in the proposed wilderness. Also enclosed is the Senator's reply. Anyone who feels archaeological sites should have more protection than simply wilderness classification should write to the senator.

Be sure and thank him for supporting historic preservation and for supporting the preservation of historic structures in the wilderness.

Celebrate
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JAMES A. McCLURE
IDAHO

United States Senate
WASHINGTON, DC 20510

February 25, 1988

Mr. Thomas J. Green
Idaho State Historical Society
210 Main St.
Boise, ID 83702

Dear Tom:

Thank you for your letter about wilderness bill language for management of archaeological and historical properties.

As you know the language of the wilderness bill (S. 2055) I introduced on February 16, 1988 was carefully negotiated between Governor Andrus and myself. The language chosen is basic, standard language of wilderness bills today. Section 306 is designed to preserve structures within the wilderness until decisions can be made concerning proper handling of those structures. Nonstructural sites are protected by the wilderness designation.

The Senate Committee on Energy and Natural Resources will be holding hearings and accepting public comment in March. If you have further concerns, please make them known.

Thank you again for your letter.

Sincerely,

Jim McClure
James A. McClure
United States Senator

McC:cwf

permanently close and shall maintain any aircraft landing strip in use on national forest lands in Idaho on the date of enactment of this Act. On lands acquired after the date of enactment of this Act the Secretary may close any aircraft landing strip only with the express written concurrence of the agency of the State of Idaho charged with evaluating the safety of backcountry airstrips.

DRAFT legislation

Inventory of Structures Within Wilderness Areas

Sec. 306. (a) Within two years from the date of enactment of this Act, the Secretary shall cooperate with the Secretary of the Interior and with agencies and institutions of the State of Idaho in conducting an inventory of the ranch, homestead, trapper, and other cabins and structures within areas designated as wilderness in section 102(a) of this Act and submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives a report on --

(1) the location of these structures;

(2) their historic significance, if any;

(3) their present condition;

(4) recommendations as to which of these structures should be --

(A) stabilized;

(B) restored;

(C) maintained; or

(D) removed;

(5) the estimated cost of such stabilization, restoration, maintenance, or removal; and

(6) the suitability of any of these structures for inclusion in the National Register of Historic Places.

(b) Until such time as the study under this subsection is completed and the required report submitted to the committees, the Secretary shall not knowingly permit the destruction or significant alteration of any historic cabin or other structure on national forest land within the areas designated as wilderness in section 102(a) of this Act.

Land Acquisition

Sec. 307. The Secretary shall promptly identify all lands within the areas designated in sections 102 and 103 of this Act which are not owned by the federal government and shall acquire such lands by exchange where such lands are held in public ownership by the the State of Idaho or a unit of local government or by purchase on a willing buyer-willing seller basis, donation or exchange where such lands are privately held.

Outfitter Camps

Sec. 308. (a) With respect to outfitter and guide camps and practices as assigned and allowed by permit prior to the date of enactment of this Act on lands within the State of Idaho designated as wilderness or as Special Management Areas by this or any other Act, the Secretary shall permit, subject to reasonable regulation to insure compatibility, the continuance of existing uses, and the future establishment, and use, of temporary campsites, tent platforms, shelters, and other

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January 25, 1988

Senator James A. McClure
United States Senate
Washington, D.C. 20510

Dear Senator McClure:

I am writing on behalf of the Idaho Advisory Council of Professional Archaeologists. This council, made up of the professional archaeologists in Idaho, urges you to include affirmative language for the management of archaeological and historic properties in the wilderness bill which you are now introducing.

We believe the Section 8 language in the River of No Return Wilderness Bill should be standard language for all wilderness proposals for Idaho and the United States. This language directed the development of an excellent management program in the Frank Church River of No Return Wilderness Area. We believe it has been a very successful program. The management plan reflects the spirit of the Wilderness Act of 1964 while recognizing that people have lived in all parts of Idaho and the United States for at least 12,000 years. We hope you will consider our request.

Sincerely,

Thomas J. Green
State Archaeologist

cc: Soc. for American Archaeology
Soc. for Historic Archaeology

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Senator McClure. Thank you very much.

Mr. Raymond Abraham.

STATEMENT OF RAYMOND ABRAHAM, CHIEF, REPRESENTATIVE OF KOOTENAI TRIBE OF IDAHO

Mr. Abraham. Thank you. My name is Raymond Abraham. I am Chief of the Kootenai Tribe of Idaho, and I would like to read the testimony on behalf of the tribe.

Chief for Life of the Kootenai Tribe of Idaho, it is my responsibility to insure a secure future for my tribe. This will only be accomplished if there is fair dealing between our governments.

And, for example, I would like to point out that on this wilderness bill, that there is no government relation or dealings between the State, Federal, local governments with the tribe. Mistakes will be made.

For example, the tribe was not—did not participate and was not made aware on the process of the hydropower project of the dam. Since the construction of the dam, today the tribe faces concern for the sturgeons as an endangered species. Now, I believe that is a mistake that was made. Today the sturgeon is almost extinct and we are trying to enhance a project to repopulate the sturgeon into the Kootenai River.

If there is no wilderness set aside for the animals in this part of the country, a mistake may also be made again. I read articles in different parts of the country to where there are extinct species of different types of animals, and I would not like to see the same mistake made here, and therefore, I do approve of one part of the bill that would be on page 4 where it does say that it is proposed for a wilderness in the Selkirk Crest. And as I read it, as I understand what it is pointing out is that 15,440 acres would be added on to what is proposed; am I correct? Because if so, then on that point I would agree because I have to protect my people because we do have hunting and fishing, and those runs have to be acknowledged by all governments in government relations.

We are also told by the legal counsel that if a bill is inactive, our voice will be silenced; our input on the management and that there will be no longer an opportunity to appeal. This would not seem to vary between government, tribal government, and tribal states in administering——

Governor Andrus. I beg your pardon, may I ask the name of your legal counsel? Obviously there is a misunderstanding there and I would like——

Mr. Abraham. Shannon Borg is Chairman with the Idaho Hayden Lake Department.

Governor Andrus. Thank you.

Mr. Abraham. The reason why that is pointed out is on page 9, section 103, line 9, notwithstanding any other division of the law because in the Forest Service plan that is developed back in 1986, Congress decided to pay some responsibility for managing the nation's forests in the U.S. Forest Service. And in that, in that plan, there were provisions for appeals.

Now, the way I understand on page 9, notwithstanding any other provisions of the law that would be stated that we would not have the power to appeal, it would be gone. And that's where I have to disgree with the plan. Maybe it's my misunderstanding. The Kootenai Tribe of Idaho has much respect for the Federal, State and local governments. We have made a great deal of progress in government to government relations. This would not have been possible, however, without intergovernmental cooperation, which requires open communication channels and an opportunity to work out misunderstandings.

Because the bill we are considering today varies greatly from the Idaho Panhandle for its plan, we are concerned that our communications with the U.S. Forest Service about our religious rights and treaty rights to hunt, fish, and gather food have been ignored. Because there can be no appeal on this bill, we are concerned that an important step in the process of working out our misunderstandings has been eliminated.

Senator McCLURE. Your entire statement will appear in the record in full. Thank you very much. I appreciate your testimony today.

Governor ANDRUS. Thank you.

Mr. ABRAHAM. Thank you.

[The prepared statement of Mr. Abraham follows:]

IDAHO FOREST MANAGEMENT BILL HEARINGS
March 12, 1988

Statement of Raymond Abraham
Chief of the Kootenai Tribe of Idaho

Members of the Committee:

As Chief for Life of the Kootenai Tribe of Idaho, it is my responsibility to ensure a secure future for my Tribe. This will only be accomplished if there is fair dealing between our governments.

Our legal counsel tells us that Congress decided in 1976 to place the responsibility for managing the nation's forests in the U. S. Forest Service. He tells us that procedures were set up to allow public comment before the forest management plans were completed, and that if our concerns were not adequately met, the plans could be appealed. This is fair dealing. Fair dealing can only be accomplished when our governments listen to each other.

We are also told by our legal counsel that if the McClure-Andrus bill is enacted, our voice will be silenced. That our input on the forest plan will be weakened, and that there will no longer be an opportunity to appeal. This does not seem to me to be fair dealing.

The Kootenai Tribe of Idaho has much respect for the federal, state, and local governments. We have made a great deal of progress in government to government relations. This would not have been possible, however, without inter-governmental cooperation, which requires open communication channels and an opportunity to work out misunderstandings.

Because the bill we are considering today varies greatly from the Idaho Panhandle Forest Plan, we are concerned that our communications with the U. S. Forest Service about our religious sites and treaty rights to hunt, fish, and gather food have been ignored and will continue to be ignored. Because there can be no appeal of this bill, we are concerned that an important step in the process of working out our misunderstandings has been eliminated.

The forest managment procedures set up by Congress in 1976 encourage fair dealing. The McClure-Andrus bill lacks some of those procedures,and because it will override all other laws, it does not seem to encourage fair dealing. This seems to be in direct conflict with President Reagan's 1983 Statement on American Indian Policy in which he expressed his support for tribal self-determination and called for a stronger government to government relationship.

Because this bill silences our voice, leaving us little opportunity to provide meaningful input towards the management of forests within our aboriginal lands, we cannot support it.

I request that we be permitted to submit additional written comment if we feel it is necessary.

Thank you.

Senator McClure. Next panel is Dennis Wheeler, Karen Hinson, Bill Mote, Bill Booth, Norman Plank, Larry Isenberg, Marlin Clausner, Brad Corkill.

While they are taking their seats, the following people will come up and take their seats on the stage in the rear. Fred Rabe, Don Crawford, John Osborn, Kent Henderson, Dennis Cartwright, Carl Melina, Will Venard, Michelle Briton.

The first witness in this group is Dennis Wheeler.

STATEMENT OF DENNIS E. WHEELER, PRESIDENT AND CHIEF EXECUTIVE OFFICER, COUER D'ALENE MINES CORP.

Mr. Wheeler. Thank you. Senator McClure, Governor, Representative Craig, Coeur d'Alene Mines Corporation is an Idaho corporation which in 1987 ranked as the nation's second-largest silver producer as well as a significant gold producer with operations in the states of Idaho, Nevada, and Alaska.

The company's Thunder Mountain Mine in central Idaho near the town of Yellow Pine is surrounded by the Frank Church River of No Return wilderness area. We are well aquainted with the limitations designation as wilderness study area and ultimate wilderness area classification means to mining.

Ordinarily, our position would be that no land should be set aside for wilderness area, study, or classification unless it had been first fully inventoried for its mineral potential. In the proposed wilderness bill, the Secesh portion of the proposed wilderness area includes portions of the Yellow Pine mining district.

The area east of the Secesh River contains several known mineral occurrences including the Golden West Gold Mine, Ludwig Mine, Quartz Creek Tungsten Deposit, and a significant molybdenum anomaly. The mineral potential for this area has not been fully evaluated because it has been held as a roadless study area there by limited access.

Nevertheless, we believe that it is in the far greater interest of Idaho and all Idahoans that we put the wilderness question behind us. In our community Senator McClure and Governor Andrus are the two leading political leaders of our state. Both have been chosen by the people to make decisions that are deemed to be in the interest of Idaho, its people and its industries.

There is no doubt in my mind that these men have worked hard and in good faith and at times very contrary views to bring about a compromise Idaho Wildnerness Bill. Granted, the bill might not be the legislation that all of us would like to see; however, on balance it seems to me to be far more important for us to obtain some wilderness bill that represents a true compromise with all of the interests including mining giving up something than to end up without a wilderness bill thereby leaving it in the hands of the Congress and the Federal government to decide what is best for Idaho.

As a result, we of Coeur d'Alene Mines endorse the proposed legislation and commend Senator McClure and Governor Andrus for bringing about this compromise. Thank you.

Governor Andrus. Thank you.

Senator McClure. Thank you.

Karen Hinson.

STATEMENT OF KAREN HINSON, WOMEN IN TIMBER

Ms. Hinson. Senator McClure, Governor Andrus, Congressman Craig, I am Karen Hinson, president of the Idaho Women in Timber.

I appreciate this opportunity to comment on the Idaho Forest Management Act of 1988 on behalf of Idaho Women in Timber, a non-profit organization whose membership consists of women and men whose personal or family income is derived from the growth, harvest, and manufacturing of products from Idaho's forests. Our comments arise out of our concern for our livelihoods, our way of life, and the social and financial stability of our communities.

Before making these comments, we would like to extend our thanks to Senator McClure and Governor Andrus for the time and effort they have put into drafting this bill. We realize the difficulties involved in trying to forge compromised legislation on this issue. We want them to know that we do appreciate their efforts.

Unfortunately, we cannot support the resulting legislation. Many of our members simply do not want additional wilderness designations from Forest Service lands. With nearly 4,000,000 acres of designated wilderness area and facing additional acreage to be designated from Bureau of Land Management lands, these members feel that Idaho is making more than a fair contribution to the nation's wilderness system.

However, this bill might have received our support if it had provided for the final resolution of this issue for more than anything else, our members are tired. They are tired of perpetual reoccurrence of the issue and debate. We have been struggling with this issue since we formed in 1978 and the State has been struggling with it even longer.

We are tired of final solutions and compromises that have added more wilderness, but have not been final. We are tired of coping with the uncertainty of the presence and future availability of the resources contained with the remaining roadless areas.

Idaho Women in Timber would have liked this bill to have released from any further wilderness consideration, all of the remaining roadless areas not designated as wilderness. We feel that reliance on implement of forest plans for management direction and the reconsideration in the next planning cycle of the 7,000,000 acres not resolved by this bill only prolongs the vice of debates and continue the uncertainty for resource availability.

We consider these deterrents to the health of the forest products industry, our way of life and the future of our communities. We had hoped to see the final resolution of this issue so that the Forest Service could get on with the management and use of the significant amount of forest land.

Idaho Women in Timber also has some concerns about the form final legislation may take. It seems obvious that the Special Management areas and some of the bills other provisions were meant to mitigate the effects of foregoing the use of resources on lands designated wilderness.

We support this effort, but are concerned about these provisions will be compromised during the legislative process. While we cannot support the bill for the above stated reasons, we understand that it has been drafted for passage. We therefore think that it is very important that the bill retain the following: the special management areas the allowable sale quantity of not less 40,500,000 board feet annually set for the Bonners Ferry District and not less than 283,500,000 annually for the Panhandle National Forests for the first planning cycle; prohibition of buffer zone; the definition of roads.

In summary, Idaho Women in Timber does not support passage of this legislation because it does not give final release to the roadless acres not designated as wilderness. However, we do support the aspects of the bill that do make an attempt to mitigate the impacts of designated wilderness on resource availability and use.

Thank you for this opportunity to make our feelings known.

Senator McCLURE. Thank you.

Mr. Mote.

STATEMENT OF KARL MOTE, VICE PRESIDENT AND EXECUTIVE DIRECTOR, NORTHWEST MINING ASSOCIATION

Mr. MOTE. Karl Mote, Senator McClure, Governor Andrus, Congressman Craig, I have submitted a statement. I especially want to comment on a couple of pieces of that.

Senator McCLURE. The statement will appear in full in the record.

Mr. MOTE. Thank you. It's highly improbable that you are hearing anything new that can be made today that you haven't heard before. It is highly probable that there won't be any dealings brought up today that you are not aware of. For this reason, it's even more important to come to some sort of a conclusion, I believe, that will stop the progress, perhaps, in effect, of the continuing to supporting this bill. There should be some sort of ending point at which we know where our resources are.

The inside of the fact, they have been submitted, expiration is going on now, and there are new discoveries between today and the time this bill might be passed and it is that potential resource, it is not measurable and not properly treated, then we are going to lose the said lands.

It is for this reason that it is fairly important to draw and draw it soon on this condition addition, continuing three or four hearings so that industries which are based on public lands know where to go and how to reduce the resources.

I believe that the efforts that go into the study of the lands have to withdraw and is looking down the dead horse's throat. And while we need to know what those resources are, is to know where those resources are on that land our potential. That is withdrawn and set aside in the special management and I would hope that there would be a considerate effort to open those lands to make sure as we said a moment ago before, that the lands are withdrawn, and also a proper resource inventory that is taken into the comments of the decision.

The final point is, the impact withdrawn is never studied on a regional or national basis. Each small community has to stand on its own two feet and be judged again a small production, a national need, or some other means that is minimizing the effect of that withdrawal, and I would hope that the composite impact of the withdrawals that have already been made that are proposed, we look at the total for their effect so we would be just enforced at the time compared to the national reduction, but a region of national withdrawing so that we finally can get a general feel for the impact of all these withdrawals.

But most, I would hope that that would be part of this bill or least part of the subsequent efforts to become. Thank you.

[The prepared statement of Mr. Mote follows:]

Northwest Mining Association

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Assistant to the Vice President
Investor and Public Affairs
Hecla Mining Company
Vice President, Ta M. Li
Vice President and General Manager
Behre Dolbear-Riverside, Inc.
Vice President, Jon C. Sprague
General Manager
Valdez Creek Mining Co., Inc.
Vice President, Karl W. Mote
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Chief Geophysicist
Cominco American Resources Inc.
W. Glen Zinn
Assistant to the Chairman
Hecla Mining Company

Statement by
Karl W. Mote, Vice President and Executive Director
Northwest Mining Association

before the
Senate Committee on Energy and Natural Resources
Hon. James A. McClure

Coeur d'Alene, Idaho
March 12, 1988

414 PEYTON BUILDING, SPOKANE, WASHINGTON 99201 509/624-1158 FAX 509/623-1241 KARL W. MOTE, EXECUTIVE DIRECTOR

March 12, 1988

Hon James A. McClure

Dear Senator:

We of the Northwest Mining Association appreciate the opportunity to comment on the 1988 Idaho Wilderness proposal. Ours is an organization of approximately 2100 members interested in finding and producing minerals . Although our membership comes from all over North America, the production and exploration members are largely dependent on access to the public lands. We have continued to be deeply involved in issues affecting our ability to find and produce minerals on public lands, both because the public lands contain most of the minerals yet to be found, and because we know what it takes to find those new resources.

We admire your approach to the solution of the ever-present argument over how much of Idaho should be preserved, and we applaud you for sticking your neck out to find a solution. None of the testimony today is likely to provide facts you haven't heard before, or a new position for those who are here to testify. All the cards have been dealt. And yet, in spite of the wishes of most of the State's residents, and those of most westerners, the never-ending thrust to preserve continues, and at the expense of producing capability. If passage of this bill carried a guarantee that this would end the thrust for wholesale conversion of multiple use public lands to non-use preserves, I believe our industry would support it with glee. However, knowing that this bill is just one more click of the ratchet and the next round is just a year or two away is enough to dampen our enthusiasm to spend exploration dollars on forest service lands.

Data provided to the Forest Service, and to your staff have shown mineral deposits and high mineral potential in lands included in this bill. It is true that mineral potential is not reserves, but it is the potential areas that must be relied on for future mineral production. Those potential areas are no longer potential if access is denied and discovery can't take place. The time required to find, develop, and produce a mineral in the event of an emergency is five or ten or twenty years, so the minerals lost are essentially forever lost. Further, the value of those minerals lost will be measured in the dollars spent on imports at some time in the future, but by not knowing enough about those minerals, we can avoid having that number on our conscience. But the trade-off today is what feels good now versus what natural resources future generations will require to survive.

We understand that this bill is unlikely to become law unless it remains in tact. Our recommendations are;first; this must be the end of massive withdrawals of public lands from multiple use in Idaho. Second, the effort to study minerals on lands after withdrawal is like looking down the dead horse's throat, and that effort be must applied to understanding the minerals on public lands before they can be withdrawn. Third, the regional and national economic impact of all public lands now removed from access for natural resource production should be understood in detail, and any additional withdrawal- such as this proposal- should be measured by its regional and national economic impact before being set aside.

Uncertainty in land status is a serious problem in selection of areas for mineral exploration. That uncertainty created by the spectre of continuing massive withdrawals must stop if we are to get on with the business of providing our future natural resource needs from within our boundaries.

Senator McClure. Thank you.
Bill Booth.

STATEMENT OF BILL BOOTH, IDAHO MINING ASSOCIATION

Mr. Booth. I'm Bill Booth, assistant vice president for Hecla Mining Company and I am here today representing Hecla and the Idaho Mining Association.

I would like to thank Senator McClure and Governor Andrus for their statesmanlike efforts in developing S.2055 and Representative Larry Craig for his input. It's clearly in the best interests of the State of Idaho that this issue be resolved as soon as possible. I intend to summarize our comments and I would like to have the detailed comments into the official hearing record.

Hecla is one of the nation's largest production of silver and a major supply of gold and lead. We have operations and interests in ten states and three Canadian provinces. We are headquartered in Coeur d'Alene and we have substantial operations in other interests in Idaho.

The Idaho Mining Association is headquartered in Boise. It is made up of 13 major national and multinational mining companies and 25 major mineral exploration companies searching for minerals throughout the state. The Association also represents some 100 associated member companies.

In Idaho, where so much land is government held, our history depends almost exclusively upon access to public land for its survival. Mines are finite entities. They are discovered and developed. They produce for a period of years, and when the ore is exhausted and closed, new mines must be discovered and put into production in Idaho in order for our industry to survive in this state. We must be allowed to explore the public lands so that we can continue to supply the minerals necessary for coordination and provide jobs so necessary to the economy of our state.

While we believe that placing an additional 2,000,000 acres of public land in wilderness and Special Management areas will be harmful to our efforts, we are not opposing 2055 because we believe the time is now to resolve the issue and move forward. The bill calls for a compromise between those of us who prefer little, if any additional wilderness and those who would prefer much more. Even though we are concerned about restricted access to this very large acreage, we understand the wants and needs of other interests in the state and recognize that a compromise must be struck.

The bill adds substantially more wilderness to the state than we believe is prudent, but it does contain some positive measures that help to make the overall plan somewhat less onerous. These include provisions for mineral inventory, release language putting an end to the dispute regarding the Rare II studies of the Forest Service lands, provisions to maintain existing roads and so forth. Such provisions help to somewhat allieviate our concern that far too many acres are being withdrawn.

As with any piece of legislation, some fine-tuning needs to be done and we do have some suggestions in our detailed comments but we will not oppose S.2055 provided these provisions and reasonable release language remains in the bill.

Thank you for the opportunity to submit these comments.

[The prepared statement of Mr. Booth follows:]

BEFORE THE
UNITED STATES SENATE
COMMITTEE ON ENERGY AND NATURAL RESOURCES

In The Matter of)
) March 12, 1988
S. 2055/Idaho)
Wilderness Legislation)

Comments of
Hecla Mining Company

Senator McClure, members of the Committee, thank you for the opportunity to provide input on S. 2055, the proposed wilderness solution for the State of Idaho. I would also like to thank Governor Andrus for his part in developing the plan and Representative Larry Craig for his input and counsel. It certainly is in the best interest of the state that this issue be resolved as soon as possible.

I am Bill Booth, Assistant to the Vice President for Hecla Mining Company, and I am here representing Hecla and the Idaho Mining Association.

Hecla is one of the nation's largest producers of newly mined silver, and a major supplier of gold, lead, premium ball clay and scoria, with operations and interests in 10 states and 3 Canadian provinces. The company is headquartered in Coeur d'Alene, and has substantial operations and other interests in Idaho. These include the Lucky Friday mine near Mullan, an ownership position in both the Coeur and Galena mines in the Silver Valley, a new mine under development at Yellow Pine, and several exploration properties and other prospects throughout the state.

The Idaho Mining Association is headquartered in Boise and is made up of 13 major national and multi-national mining companies conducting mining, mineral processing and/or chemical manufacturing operations in Idaho. In addition, the association represents 25 major minerals exploration companies who are searching for minerals throughout the state. The association also represents some 100 associate member companies, including engineering, construction, technical services and equipment suppliers.

In Idaho, where so much land is government held, our industry depends almost exclusively upon access to public lands for its survival. Mines are finite entities, they are discovered and developed, they produce for a period of years, and when the ore is exhausted they close. New mines must be discovered and brought into production in Idaho in order for our industry to survive in this state. We must be allowed to explore the public lands so that we can continue to supply the minerals so necessary to our nation, and provide the jobs so necessary to the economy of our state.

While we believe that placing an additional 2 million acres of public lands into wilderness and special management areas will be harmful to our efforts, we are not opposing S. 2055 because we believe the time has come to resolve the issue and move forward. The bill calls for a compromise between those of us who would prefer little, if any, additional wilderness and those who would prefer much more. Even though we are concerned about restricted access to this very large acreage, we understand the wants and needs of other interests in the state and recognize that a compromise must be struck.

The bill adds substantially more wilderness to the state than we believe is prudent, but it does contain some positive measures that help to make the overall plan somewhat less onerous. We strongly favor sections of the legislation providing for a minerals inventory to assess and document minerals potential in the new wilderness, and the release language putting an end to the dispute regarding the RARE II studies of Forest Service lands. We are also pleased that Section 304 of the bill allows for private assessment of mineral potential in the new wilderness as long as environmentally compatible methods are used. The decision to maintain existing roads is one that ensures reasonable access to potential mineral areas. Such provisions help to somewhat alleviate our concern that far too many acres are being withdrawn. We will not oppose S. 2055 provided these provisions remain in the bill. It's time to put the Idaho wilderness issue behind us and move forward with a specific plan for the future.

Now I would like to address a matter of specific interest to Hecla Mining Company. As with any proposal as far-reaching as this one, there are places where some fine tuning needs to be done. One such instance exists regarding the proposed Pioneer Mountains wilderness in Blaine and Custer counties where portions of Hecla's Nova claim group fall within the boundary of the proposed wilderness area. A summary geologic report and maps outlining the situation are attached as Exhibits 1 through 4. The Nova mining claims were staked in the fall of 1987, prior to the new wilderness proposal.

The property is located in the Muldoon mining district where silver-lead mineralization was discovered around 1880. Later, during World War II, the Eagle Bird and Idaho Muldoon mines were reopened as a source of lead and the district is dotted with old mine workings and exploration roads extending well into the proposed wilderness area. Hecla's claims cover portions of Section 25 and 36, T.4 N., R.21 E. in the proposed wilderness as shown on the attached maps. These two sections contain exposed surface mineralization, old prospects and exploration roads. Initial indications are that the mineralized zone evidenced on Hecla's claims could be trending to the northeast into these lands. In fact, we have plans to further stake and explore both sections this coming spring.

For these reasons, Hecla requests that all of Section 36 and the South ½ of Section 25 T.4 N., R.21E. be excluded from the proposed wilderness area. We would be happy to assist you in identifying alternate acreage with no known mineral potential.

Thank you for the opportunity to submit these comments.

EXHIBIT 1

NOVA PROPERTY, MULDOON DISTRICT, BLAINE COUNTY, IDAHO
EFFECTS OF PROPOSED PIONEER WILDERNESS AREA

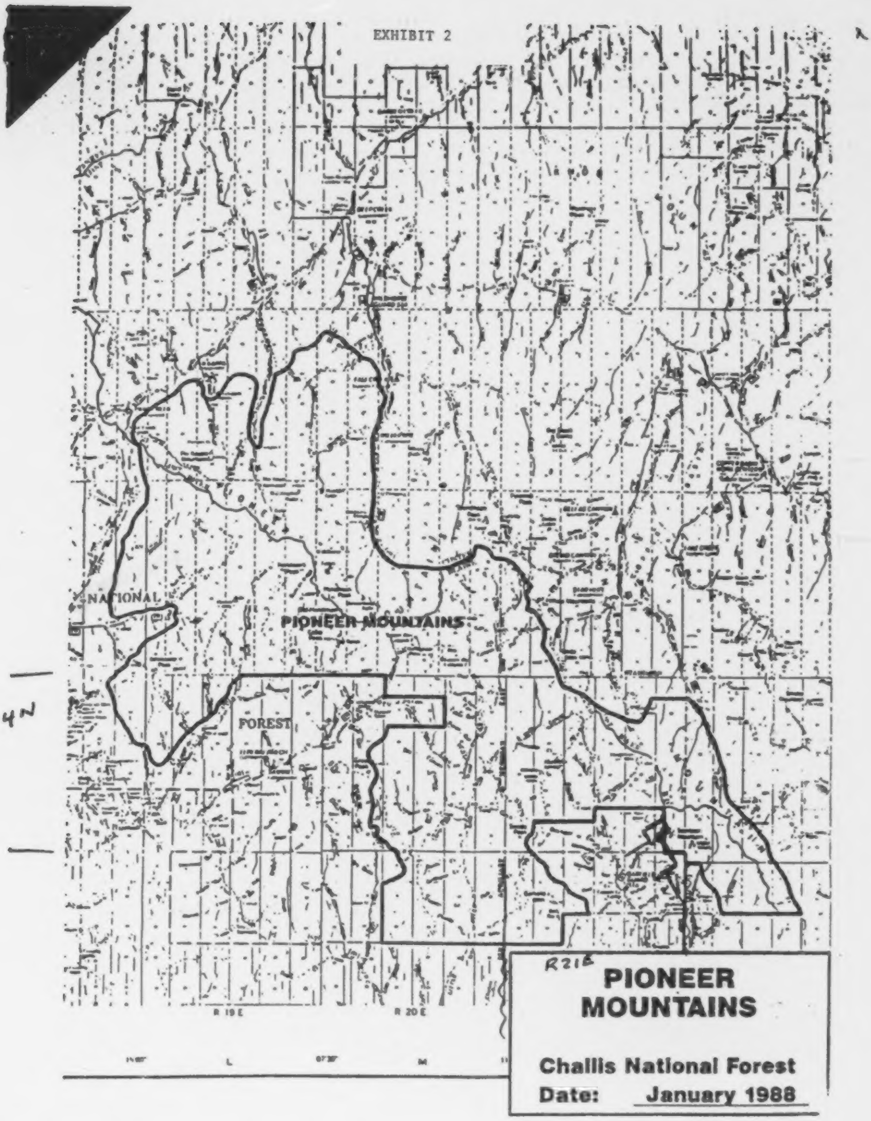
An option covering the Nova claim group located in the Muldoon Mining District, Blaine County, Idaho, was acquired by Hecla from WEXCO, Inc. of Salt Lake City, under a letter of intent submitted in October, 1987. A formal lease agreement was finalized in January, 1988. The 86 unpatented lode mining claims that make up this group are located on public lands administered by the Sawtooth National Forest, and lie along the west slope of the Pioneer Mountain Range near the Blaine-Custer County line. A map acquired by Hecla in January 1988 of the newly proposed Pioneer Mountain Wilderness area shows that a small fraction of this claim group as well as additional mineralized ground will be included within the proposed boundary of this withdrawal area. It is Hecla's opinion that the Nova property and especially the northeast section that extends into the proposed wilderness, contains excellent potential for hosting significant deposits of precious and base-metal mineralization. We believe that it will be extremely detrimental to the future development of this property to withdraw a highly mineralized portion of this district into the proposed wilderness area. To safeguard the future development of this potential mineral resource we should request that efforts be made to exclude section 36 and the south one-half of Section 25, T.4N., R21E., from this wilderness boundary.

The Nova claim group is easily accessible from the communities of Bellevue and Arco over good county roads to the old townsite of Muldoon. Several unmaintained gravel roads extend up Garfield, Mutual and Muldoon canyons providing direct access to the Nova claims. Numerous scattered prospect pits, shafts and adits dot the area attesting to the high degree of mineralization in this area. The Nova claims were staked by WEXCO during June through October, 1987.

Silver-lead mineralization was discovered in the Muldoon district around 1880. The district is credited with a production of about $200,000 in silver and lead with most of this production occurring during the period 1881 to 1886. The district saw little activity from the 1890's up until the early 1940's when the Eagle Bird and Idaho Muldoon mines were reopened as a source of lead during World War II. No significant production or activity has been recorded since the close of the war in 1945.

The Nova property is underlain by folded and faulted Paleozoic age clastic and chemical sedimentary rocks that belong to the Wood River Formation. Two small stocks of quartz monzonite porphyry were intruded into the Wood River Formation near the eastern edge of the Nova property. Most of the production from the district came from replacement deposits of semi-massive oxide and sulfide ores localized along strong bedding plane faults. Similar mineralization was mined at a few locations along high-angle strike-slip faults. Reconnaissance work by WEXCO and Hecla during the fall of 1987 indicated that the geology is much more complex than was shown on existing published maps, and that other good structural ore hosts are present in the district. Near the northeast corner of the property are a series of roughly east-west striking faults that contain high concentrations of silver, lead, zinc and arsenic mineralization. This zone has been prospected only at shallow depths and may have been avoided by early-day prospectors due to the high arsenic content. Metallurgical processes today can treat these types of ores rendering the residue into a harmless form. This zone of mineralization is centered in Sections 35 and 36 and extends off Hecla's claims into an area proposed for inclusion in the Pioneer Mountains Wilderness. The late-fall timing of our work prevented us from staking this grounds and additional claims will be located as soon as the area is accessible this spring.

EXHIBIT 2


NATIONAL
PIONEER MOUNTAINS
FOREST
T4N
R 19 E
R 20 E
R21E

PIONEER MOUNTAINS

Challis National Forest
Date: January 1988

EXHIBIT 3

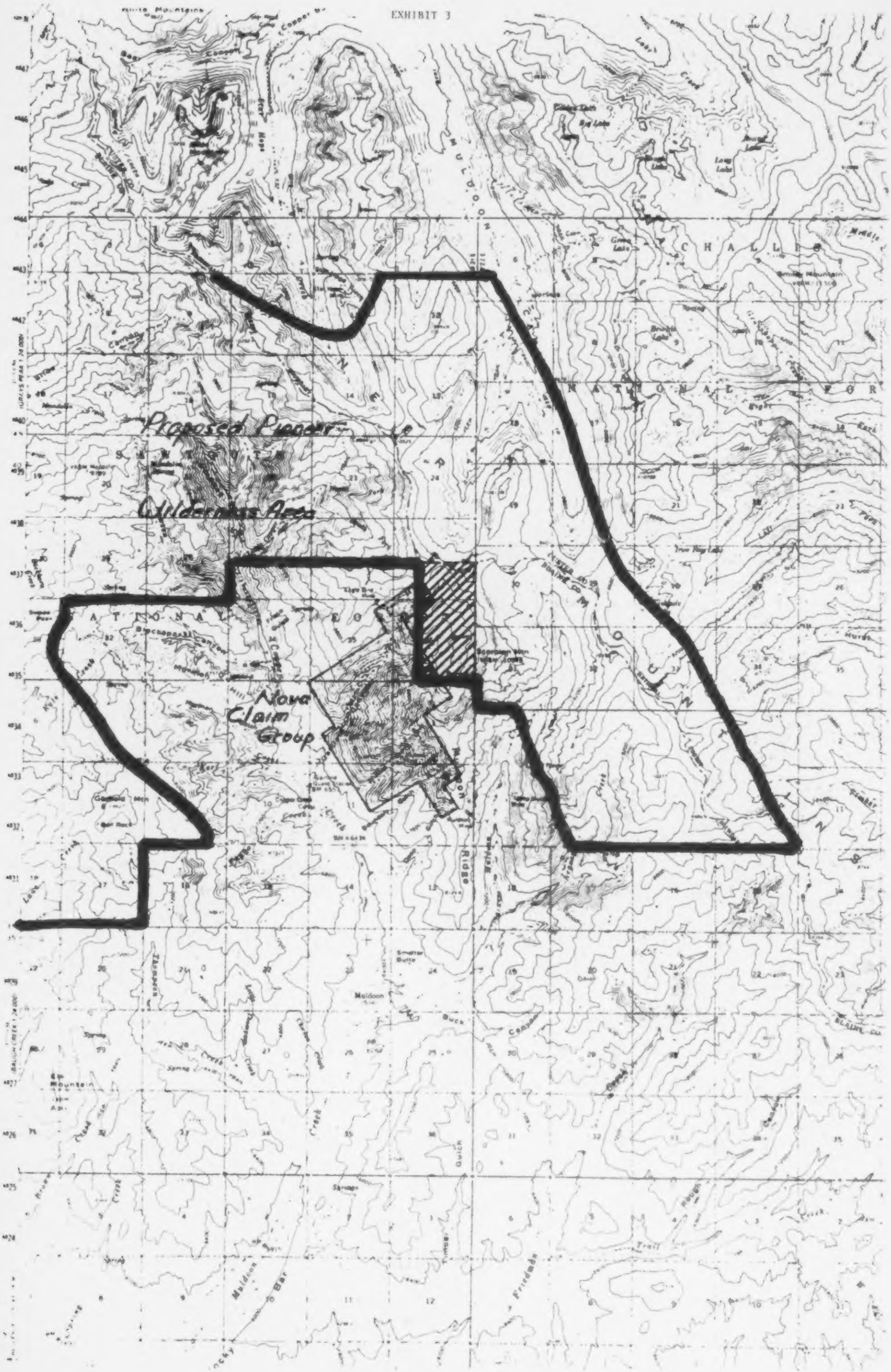
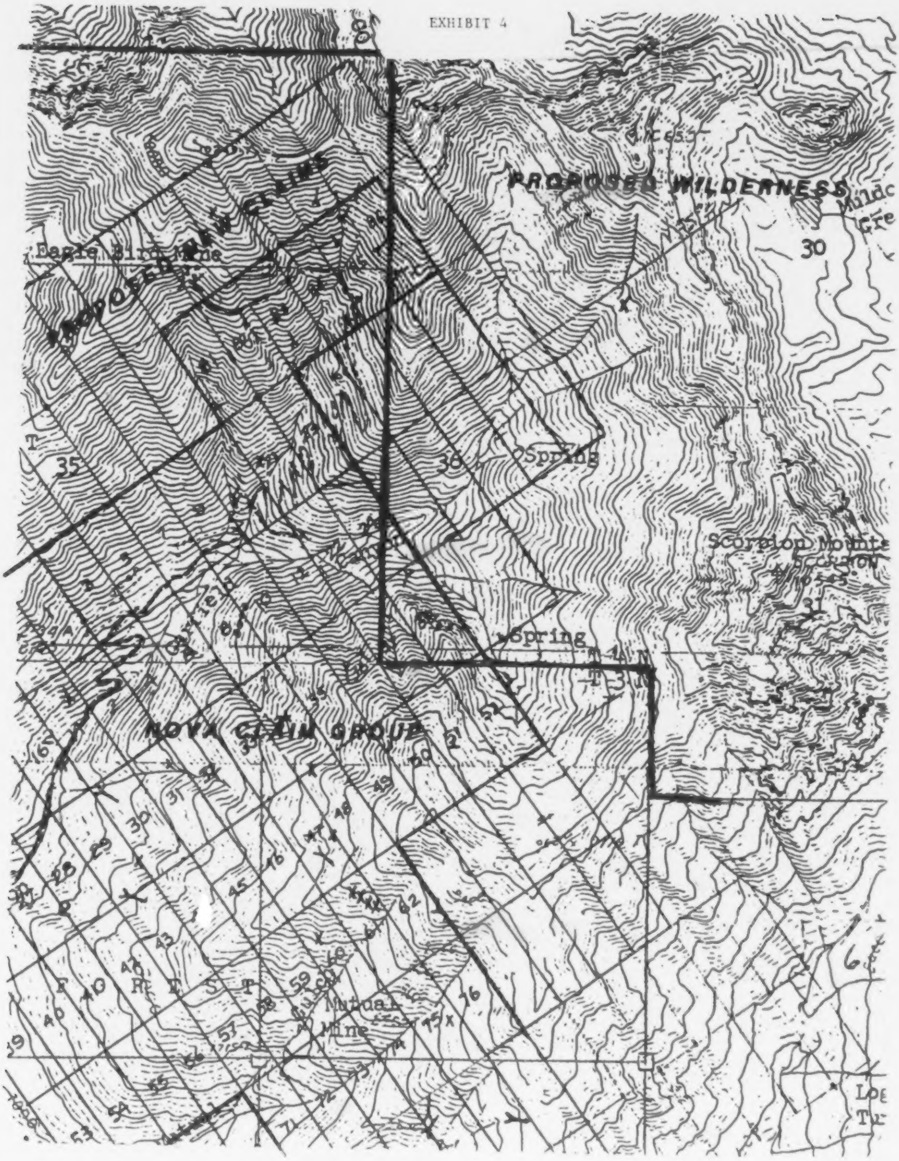

Proposed Pioneer
Wilderness Area
Nova
Claim
Group
MULDOON CANYON
CHALLIS
NATIONAL FOR
NATIONAL FOREST
Green Lake
Smelter Butte
Muldoon
Ridge
Buck
Quick
Timber
Friedman
Maldoon
Rocky Bar
Trail
Creek
BLAINE CO.

EXHIBIT 4


PROPOSED NEW CLAIMS
PROPOSED WILDERNESS
NOVA CLAIM GROUP
Eagle Bird Mine
Spring
Spring
Scorpion Mountain
Mutual Mine
FOREST
T 4 N
T 3 N
35
30
36
31

Senator McClure. Thank you. Norman Plank. Before starting Norm, Mr. Booth, on your testimony, the Exhibit 1 will be included in the record. The maps attached will be placed in the committee files.

Mr. Booth. Thank you.

STATEMENT OF NORM PLANK, IDAHO FARM BUREAU FEDERATION

Mr. Plank. Governor Andrus, Senator McClure, Congressman Craig, my name is Norm Plank. I'm the North Idaho Representative for the Farm Bureau Federation.

I would like to take this opportunity to thank the committee for taking the time to hold hearings in Idaho on this sensitive issue.

Idaho Farm Bureau is a voluntary general farm organization made up of farm and ranch families who are united for the purpose of analyzing their problems and formulating action to achieve their goals. Our current membership is approximately 28,000 people.

As you might expect, not all of our members produce crops. Many members belong to our organization because of our philosophy, beliefs, their family ties, and services offered. I believe we can boast that the members of our organization are involved in the production of every crop grown in our state ranging from tree farming, berries, wheat, corn, and potatoes, to fish and livestock production and all other crops between.

Each year our Farm Bureau members review our policy and either reaffirm or alter our position on nearly 100 issues. On December the 1st or the 3rd of 1987, Idaho Farm Bureau house delegates reaffirmed our position on wilderness. Our policy states: we oppose any additions of land to the wilderness or roadless areas and will support efforts to reduce the amount of land in wilderness status in Idaho.

We want to compliment both Senator McClure and Governor Andrus for the time and effort they have invested in the Idaho Wilderness Bill. However, we have some serious concerns about the provisions in the proposed legislation.

We believe that in consideration of changing needs and opportunities catastrophic events such as major floods, fire, windstorm, insect epidemic, disease, and other acts of God, monitoring results or measure new management or production technology a provision to amend should be considered and the words "manage permanent," should be deleted from this Act.

As you might expect, we are extremely interested in availability of water and the protection of our water rights for beneficial use. We are intrigued by the language in the proposed bill and the effort made to protect those water rights. However, we are very concerned if this language will stand up in the course of our land. No doubt it will be challenged and if we are unsuccessful, we could end up like Colorado, with a dark cloud over our age-old water rights.

Without Idaho's normal abundance of water, agriculture would be like the human body without a heart.

One of the general problems with wilderness designation and set aside without proper management, there are many situations that arise that cannot be remedied. I am speaking specifically of problems such as noxious weeds which continue to take over our state like a cancer and ruin these lands will flow down the streams and rivers to further magnify this problem, thus adding to an already serious problem.

There is always the threat of plant and animal disease that usually goes unchecked. We have all watched trees in our forest turn brown and die. This is always an increased problem on lands under wilderness designation.

We should not forget the potential of wild fires that originate in wilderness areas which burn up the water shed and spread to adjacent multiple use and private lands. We see nothing in this proposal that would help remedy these ever-existing problems under wilderness designation.

We are very critical of the language in the bill that places livestock grazing secondary to big game use. We sincerely believe that livestock, elk, deer and other big game are compatible on the same lands. We believe that all these animals should be properly managed to control proper utilization of the forage available.

It is unfair and unrealistic to restrict all other uses for the protection of elk calving and breeding areas.

We are fully aware that grazing of livestock is allowed with these restrictions under this proposal; however, we have seen what happens to grazing rights under wilderness designation in other areas in our state. Grazing is usually made so difficult and costly that the livestock operator is finally frozen out because of restriction, hassle, and increased costs.

We in Farm Bureau are strong supporters of multiple-use management of our public lands.

Idaho already has 3,900,000 acres set aside for wilderness designation. We believe this is more than enough. Idaho's natural resources are some of our most valuable assets. We sincerely believe that these natural resources should be used but not abused and they will continue to produce income and enjoyment for all of Idaho and our visitors.

Senator McCLURE. Thank you.

Mr. Isenberg.

STATEMENT OF LARRY ISENBERG, DAW FOREST PRODUCTS CO. AND W-I FOREST PRODUCTS

Mr. ISENBERG. Senator McClure, Governor Andrus, Congressman Craig, I am Larry Isenberg, manager of timber and lands for DAW Forest Products Company and W-I Forest Products Company. This bill addresses two areas with which we are primarily concerned. They are the Bonners Ferry District on the Idaho Panhandle National Forest and the Chamberlain Basin area of the Clearwater National Forest. Our comments are as follows.

In Bonners Ferry, this district is one of the most productive timber areas in the State. The people are heavily occupied in the lumber and logging industry. Community support for this industry is overwhelming. We are pleased that the drafters of this bill recognize this situation and mandated an ASQ level of 40.5 MMBF per year.

Even without the 250 MMBF of timber locked away to die and rot in the proposed wilderness areas, the forest still has nearly four MMM of timber growing at least 2 percent or 80 MM per year. An environmentally acceptable cut of 40 MM from a forest growing 80 MM is not just possible; it will, in fact be easy to accomplish.

With this single point of realism made, we can now discuss the areas themselves. The bill proposes in most people's eyes to make Long Canyon and Selkirk Crest into wilderness. This is bad enough, but it is a mistake to include Parker Creek and the head waters of Smith Creek.

In Smith Creek, the boundary location here must be a mistake. It includes several sections of high site, timber growing ground, containing much dying Idaho White Pine in the bottom of Smith Creek. The line should be on the divide between Smith and Canyon, not in Smith Creek itself.

In Parker Creek, not one person in a hundred knows this is also to be lost. It should be excluded.

In Canyon Creek, it contains no classic wilderness attributes such as mountain lakes and views. It is a closed, dark biological desert dominated by dying valuable old growth timber. The foregone cost to the public of letting this resource be wasted is hideous.

Proper and modern silviculture could prevent this waste and benefit wildlife, ironically whose harm is the reason championed elsewhere by the preservationists to prevent us from logging.

One of the real tragedies of this political nightmare is the Idaho Fish & Game Department does not have the mettle to address the potential benefit of logging on wildlife in Canyon Creek.

In summary, we are extremely alarmed and ideologically opposed to wilderness designation in the Bonners Ferry area. Its designation will be harmful to the local economy and wildlife population. If the Forest Service fails to sell 40.5 MMBF per year, then the wilderness designation for Canyon Creek should be voided and it should be managed for multiple use.

In the Chamberlain Basin, this area northwest of the Cedars was not proposed as wilderness by the Forest Service. Its primary use should be for elk and fisheries and secondary use should be for timber production. Logging and road closures will benefit the elk populations. The largest impact on elk here will be death by bullets, not fright or logging operations.

As far as elk habitat is concerned, this is not static. The forest has a large component of Lodgepole Pine about 60 years old. Within the next 25 years, these stands will suffer an epidemic attach of bark beetles. When this happens, the area will become a gray stand of snags, jack strawed and wind thrown every which way.

This will be an ugly unsuable catastrophy, waiting for a forest fire. It will also be miserable to impossible to hunt. Carefully planned silviculture can prevent this, employ people, and maintain the idealistic elk and fisheries situation envisioned by the ones who have mistakenly designated this as a potential wilderness.

We own and manage 23,490 acres of timberland in this area. Historically, we and the Forest Service have shared in the cost of accessing our adjacent lands and the current plan is for this to continue. Cost share is a cooperative effort undertaken by both parties to provide efficient access and to coordinate the land management practices on both forest service and our land to achieve the multiple use resource objectives for the area.

We are most disturbed that wilderness designation on this isolated tract on the far east side of the Mallard Larkins will preclude this access. It is also apparent that if the Chamberlain Basin area is withdrawn from multiple use, then the Fly Hill Connector Road will not be built. Without this road, there is virtually no opportunity for logs from the Chamberlain area to be delivered to Idaho mills.

Therefore, our firm recommendation is to designate this land as a special management area with primary emphasis on elk and fisheries with timber being second.

Thank you for your taking the time to consider these sincere comments.

[W–I Forest Products, L.P. statement follows:]

W-I FOREST PRODUCTS, L.P.

Bonners Ferry Division
P.O. Box 897
Bonners Ferry, ID 83805
(208) 267-3161

March 12, 1988

Chuck Roady
Resource Manager, Bonners Ferry & Sandpoint Divisions
W-I Forest Products, L.P.

IDAHO FOREST MANAGEMENT ACT OF 1988 - SENATE BILL #2055

To: Senate Subcommittee on Public Lands, National Parks, and Forests
Field Hearings - North Idaho College - Coeur d' Alene, Idaho

Senator McClure and members of the Subcommittee:

I'm Chuck Roady, Resource Manager for W-I Forest Products, L.P. Bonners Ferry and Sandpoint Divisions, operating in Bonner and Boundary Counties of the Idaho Panhandle. W-I Forest Products, L.P., though idealistically opposed to any additional Wilderness designation, "tentatively" supports the Idaho Forest Management Act of 1988, Senate Bill #2055. Our support is tentative to the degree that the following provisions of the law remain intact and unaltered:

(1) that a minimum of 40.5 million board feet of timber allowable sales quantity (ASQ) be sold annually on the Bonners Ferry Ranger District (BFRD) for at least the duration of the first planning period
(2) that the ASQ for the entire Idaho Panhandle National Forest (IPNF) shall not be less than 283.5 MMBF annually through the first planning period, and
(3) that an additional 3.5 MMBF of ASQ, above that level set by the Forest Plan, be harvested annually from the designated "special management areas" of endangered species habitat.

Should any of these mentioned, mandated provisions be deleted or altered, then the proposed Selkirk Crest Wilderness area of Long Canyon and Parker Creek drainages must be converted to multiple use immediately.

The compromising intention was for the annual sustained yield from the Long Canyon-Parker Creek area be a trade off for an additional annual sustained yield from these special management areas.

W-I would like to re-emphasize that our support for this bill hinges on the fact that the 40.5 MMBF for the BFRD and 283.5 MMBF for the IPNF are volumes mandated to be sold, not just advertised or prepared for sale. The BFRD is a highly productive, timber-growing area of Idaho. The annual growth of timber is 80 MM to 120 MM board feet for this district. When a cut of 40.5 MMBF per year is compared to an annual growth that is 2 to 3 times that rate, I can't imagine that the U.S. Forest Service would have any trouble achieving this ASQ for eternity.

With this information in mind, while the Wilderness areas are created in perpetuity, the mandated volumes have no protection to remain in place beyond the first planning period. It would only seem right in making the compromise fair to legislate both the mandated ASQ volumes as well as the Wilderness areas for eternity or until Congress changes it in the future.

At this point I would like to discuss a few specific areas that have been included in the Selkirk Crest Wilderness Area proposal.

(1) Smith Creek - The wilderness boundary should definitely be located at the top of the divide between drainages NOT brought down into the drainage itself. The upper end of Smith Creek is full of high value dying White Pine and Spruce, with access already existing to the edge of this area. The proposed boundary skirts around private section lines rather than a logical manageable line along the ridge tops dividing drainages. This is not a wise location for proper land management or consistent with other existing wilderness area boundaries.

(2) Parker Creek - The Parker Creek drainage should be excluded from the wilderness proposal. By all of the Parker Creek drainage being included in wilderness it would eliminate the high productive timber ground in the upper reaches of the drainage from multiple use management.

Without timber harvest in the upper portions of Parker and Smith Creek drainages, these areas will soon become, like Long Canyon Creek, a biological desert, void of any big game species. I cannot believe that the Idaho Department of Fish and Game would support, in any way, further wilderness in the Selkirks. The tremendous rise in the elk, moose and white-tail deer populations and the adaptability of the caribou and grizzly bear to timber management areas is obvious.

Our community is heavily dependent upon the timber industry. It is our survival. We appreciate this bill, recognizing that fact in mandating ASQ levels for the district and forest. We are tired of seeing this roadless area issue studied and re-studied; it is time to settle the use of these resources through legislation.

Thank you for this opportunity to present our feelings on this subject.

Chuck Roady

Senator McClure. Your report will be made part of the record. Marlin Clausner.

STATEMENT OF MARLIN CLAUSNER, POTLATCH CORP.

Mr. Clausner. Mr. Chairman, Governor Andrus, Congressman Craig, I am Marlin Clausner, resource manager for Potlatch Corporation's Western Wood Products Division at Lewiston, Idaho.

Potlatch Corporation is a forest products company with operations in Idaho, Minnesota, and Arkansas. We manufacture lumber, wood panels, and a variety of paper products at each of these locations. With over 1,300,000 acres of managed timberland, we view ourselves as tree farmers as well as converters of forest products.

In addition to the timber grown on our own land, we depend upon outside stumpage sales to meet our needs. National Forest timber is critically important to the maintenance of our current level of capacity in Idaho. Our purchases of National Forest timber are principally in the Clearwater National Forest and in St. Joe working circle of the Panhandle National Forest.

The purpose of my testimony today is to express opposition to S.2055, the Idaho Forest Management Act of 1988. Our opposition is based upon the fact that this legislation will further reduce an already inadequate timber supply in our operating region.

Our assessment of this legislation leads us to believe that if enacted, an additional 53,000 acres of the Clearwater National Forest will be removed from the timber base, assuming implementation of the Clearwater National Forest Plan.

The Clearwater National Forest staff estimates a resulting reduction in annual allowable sale quantity of 10,000,000 to 12.000,000 board feet.

Since the planned harvest level for the Clearwater is already considered to be inadequate, a further reduction is untenable. In regard to the entire Mallard Larkins and Kelly Cayuse areas, this bill, if enacted, will set aside over 300,000 acres of wilderness and over 150,000 acres for special management.

The acreage classified for special management allows for timber production with special consideration given to big game habitat and water quality, but about one-half of the special management acreage, 77,000 acres around Cook Mountain in the Kelly Cayuse area is to be left permanently unroaded.

We believe it to be inappropriate to legislatively set aside those areas under a management prescription which will allow no review in the next planning cycle. The C8S management prescription represents a political compromise made by the forest products industry and Idaho Fish & Game to provide an option for both parties to try this prescription for one planning period, after which an opportunity would be available to adjust the prescription based on ten years of experience.

The areas in which roads are prohibited will become defacto wilderness, for it is unlikely that cost efficient logging will ever be achieved without constructing roads.

Finally, the bill offers no assurance of implementation of the Clearwater National Forest plan. The plan, when implemented, will require that 42 percent of its planned allowable sale quantity come from the remaining selected roadless areas and will no doubt experience lengthy delays as a result of appeals.

In summary, it is our view that the wilderness proposed by S. 2055 will reduce the allowable sale quantity in the Clearwater National Forest by as much as 12,000,000 board feet, and will also set up, by law, a permanent management prescription for over 150,000 acres that will result in highly restricted and potentially uneconomic logging conditions.

We recommend that the following modifications be made to mitigate a negative economic impact that will result from the legislation. As shown on the attached maps for the Mallard Larkins area, eliminate the wilderness designations that extend east of the Fly Hill Road; eliminate the wilderness designations west of Larkins Point; exclude from the wilderness the Elbow Ridge and Copper Ridge areas on the north; and add to wilderness the upper reaches of Isabella Creek and the Yankee Peak-Neversweat Peak area.

For the Kelly Cayuse area, eliminate the wilderness designation for the area south of the Toboggan Creek Road, which would then revert to a C6 special fisheries area in accordance with the Clearwater National Forest Plan; and add to wilderness the Forest Service recommendation north and east of the Toboggan Creek road.

We further recommend that all references to special management areas be stricken from the legislation and that sufficiency language be incorporated which would permit the Forest Service to fully implement their national forest plan in current and future planning cycles.

Thank you for the opportunity to comment.

Senator McClure. Thank you very much. The maps that are attached to your statement will be made a part of the committee file. Brad Corkill.

STATEMENT OF BRAD CORKILL, VICE PRESIDENT AND GENERAL MANAGER, REGULUS STUD MILLS, INC.

Mr. Corkill. Governor Andrus, Senator McClure, Congressman Craig, thank you for the opportunity to be here.

My name is Brad Corkill. I am the vice president and general manager of Regulus Stud Mills, Inc., in St. Maries. Regulus has been in St. Maries for 29 years and currently has 70 full-time employees.

Historically, Regulus has relied heavily on private land for its timber. That trend is changing rapidly and we are turning more and more to Forest Service, particularly in the St. Joe region at the Panhandle National Forest for our timber supply.

I want to go upon the record here today stating that I oppose the Idaho Forest Management Act of 1988 as it is written as designated. I have a report here and I apologize for having this one copy of this report, and I just got it in the mail and I don't know if you gentlemen have seen this or not yet. It was put out by the University of Montana and in it is the current state of the Idaho forest products industry. I would like to take the opportunity to highlight some of the more important points in this report, and I will leave this behind, and I do apologize for having just one copy.

Ten northern counties in Idaho produce 77 percent of Idaho's wood products. 50 percent of the non-farm economy in north Idaho is based on the forest industry.

This report clearly states that with the exception of the Coeur d'Alene mining area, the north Idaho economy in turn supports product industry.

90 percent of all the wood products manufactured in Idaho leave the state. Annually, that brings in over $500,000,000 to the state's economy and in turn makes wood products the number one non-farm basic industry.

The average wood products worker in Idaho earns two-thirds more than the typical non-farm worker. It is easy to see why these jobs are so important to the state.

Since 1979, there has been a steady decline in employment in the forest products industry. This report emphasizes the importance of retaining as many forest industry jobs as possible, especially in the ten northern counties. These jobs could not be easily, if at all, replaced.

The inclusion of product timber land into a wilderness area can only hurt the timber industry. In the St. Maries area, the Mallard Larkins area is of profound importance. In the near future, mills in St. Maries and nearby areas will be looking to the upper St. Joe, Copper Creek and Foehl's Creek drainages as sources of raw material.

Removal of these areas from the timber base will ultimately damage the economy of St. Maries. I do not believe this is necessary and I do not believe it can be avoided. If these acres are included as written now, it's my firm and honest belief that within ten years, one of the mills in St. Maries will be gone. There won't be the timber to support it.

The forest industry is far too valuable to Idaho for it to be placed in any jeopardy. This issue will be resolved by compromise. However, I cannot believe that the elimination of productive timberland as a usable, renewable resource for the people of the U.S. is in anyone's best interests.

Thank you.

Senator McClure. Mr. Corkill, I have one question because I'm a little puzzled by one part of your statement. You made reference to the Upper St. Joe, Cooper Creek, Foehl Creek drainages that if eliminated from the timber base, will damage the economy. Those have not been included in the wilderness boundaries, they should be special management units, and is the implication from that that under the special management unit, that will remove them from the timber base?

Mr. Corkill. Yes, that is perhaps a matter of belief more than anything.

Senator McClure. I just wanted to make sure I understood what you are telling us.

Before we take up with the next panel, there will be a brief five-minute recess. Those persons on the panel, when you reconvene, if you would take the seats at the panel. Thank you, ladies and gentlemen, for your testimony.

[Whereupon, a 5-minute recess was taken.]

Senator McClure. The meeting will come to order. First witness, Fred Rabe.

STATEMENT OF FRED W. RABE, IDAHO CONSERVATION LEAGUE

Mr. Rabe. My name is Fred Rabe. My profession is that of an aquatic ecologist at the University of Idaho, and basically I recommend that 58,000 acres of roadless area called Elk Summit be classed as wilderness.

Many of you probably don't know where Elk Summit is. It's located just south of the Lochsa River, Highway 12, just north there past the Lewis-Clark trail. It's actually very close to the Idaho Montana border.

In 1934, all of Elk Summit was included in the Selway-Bitterroot primitive area. But for some reason in 1963, the supervisor of the Clearwater National Forest took the area as well as the Lochsa Face out of the wilderness.

From 1975 to 1978, there were numerous attempts to road the area and also log the area. These attempts were rejected after appeals to the Chief of the Forest Service in Washington, DC, were made.

Now, if this diverse ecosystem is fragmented by road building and timber harvesting, the mature forest remaining will become isolated, become small, will become divided into patches so that animals with very narrow habitat requirements and/or large home ranges will either disappear or be reduced in size.

Forested lands need to be extensive enough to prevent local extinction of some animals and to maximize the colonization or immigration from similar habitat nearby. In other words, for the Selway-Bitterroot area nearby, that would provide a longer corridor for animals that require a bigger home range to operate.

If logging and road building takes place in this area, then some populations will have no chance to reproduce and thus perpetuate the process.

The Society of American Foresters recommends that rather than log pristine areas like Elk Summit, unaltered blocks of land, or areas that have already been logged should be more intensively logged. In other words, there are many areas here in the U.S. that fall into that category.

Only about 8,000 acres of Elk Summit are considered standard timber land, and most of this is outside of the proposed wilderness. In the future, the entire Powell Ranger District expects to sell about 15,000,000 board feet per year and all of this would be taken over to Montana in mills and not State of Idaho.

Elk Summit itself only contributes about 4,000,000 to 5,000,000 board feet per year. Almost all of Elk Summit, and this is very important, lies in the very highly erosive decomposable granite substream. Soils here are very steep. There are a lot of breaklands above White Sands Creek which is a very important tributary to the Lochsa River.

In 1973, the cost of approximately $2,000,000 an effort was made to build a wide timber haul road up Savage Ridge. As many expected, the road collapsed. Two years later, the taxpayers expense, another $180,000 was spent to repair the same slump. Other roads on the breaks above White Sands Creek and the Lochsa River have already been started, some are still on the planning or they are in the planning stage or planning process, and these roads will cost us, the general public, an additional $3,000,000.

White Sand Creek provides half the flow to the Lochsa River and provides 75 percent of the unaltered habitat in the whole Lochsa drainage. It is quite important that this drainage not be degraded by sediments that settles into nursery and spawning areas from logging and roading.

Millions of dollars, and the Indian tribe representative brought this out earlier this morning, millions of dollars are being spent to restore the steelhead and salmon runs in the whole Columbia water shed. The roads, however, planned high on the Elk River breaks are certainly not compatible with that effort. According to the Forest Service, White Sands Creek, which is actually more of a river, has the highest production potential for chinook salmon for the whole Lochsa.

The river is basically described as underseeded. What that means it that the carrying capacity of the river has not been met yet. In other words, larger stocks of fish can still occupy the drainage and the fish would still show the good growth rates.

And finally, the moose population. The moose population in Elk Summit is the largest, most dense moose population in Idaho. It's about 100 to 200 animals in this area. Unlike the moose population in Yellowstone Park, which show migration, these animals basically stay in one spot. They are related to certain patches of timber.

Moose have not been shown to spend much time in clear cuts. If the vegetation is removed in these areas, the snowfall is very high in these areas, there would be no place for the moose to go in terms of protection.

In summary, it is recommended that 58,000 acres of land in Elk Summit be returned to the Selway-Bitterroot wilderness area since the fisheries and wildlife resources are much more valuable than the 4,000,000 to 5,000,000 board feet of timber per year on land which would yield especially very substandard timber. Plus the fact that the benefit cost ratio is very, very low. In other words, we are putting in 9 units of energy, or 9 units of money to extract 10 units of money. So, in the long terms, it's much better to have higher water quality, recreation, and wildlife as opposed to short-term values of logging involving unstable and very costly roads.

Thank you.

[The prepared statement of Mr. Rabe follows:]

TESTIMONY ON ELK SUMMIT

I recommend that 58,000 acres of roadless area called Elk Summit be classed as wilderness. My profession is that of an aquatic ecologist employed at the University of Idaho.

In 1934, all of Elk Summit was added to the Selway-Bitterroot Primitive Area, and was protected from development by the Forest Service until 1963, when the Supervisor of the Clearwater National Forest removed Elk Summit and the Lochsa Face from the Selway Bitterroot. From 1975-78, several attempts were made to approve road building and timber harvest plans for the area, but all were rejected after appeals to the Chief of the Forest Service.

If this diverse ecosystem is fragmented by road building and timber harvesting, the mature forest remaining will become isolated into small patches and animals with narrow habitat requirements and/or large home ranges will either disappear or be reduced in size.

Forested lands need to be extensive enough to prevent local extinction of some animals and to maximize the colonization or immigration of animals from similar habitats nearby. Even if a population of adult animals survives the removal of trees and habitat, as planned in Elk Summit, there is no guarantee that this population will reproduce and thus perpetuate its kind.

The Society of American Foresters recommends that rather than log pristine, unaltered blocks of land like Elk Summit, harvests should be intensified in areas already disturbed, of which there is no shortage in the United States. In this way, it will be possible to keep intact some of the biological diversity left in northern Idaho.

Only about 8,000 acres of Elk Summit is considered "standard" timberland and most of this is outside the proposed wilderness. In the future, the entire Powell Ranger District expects to sell 15 MBF per year, all to Montana mills, of which Elk Summit might be expected to contribute 4-5 MBF/year.

Almost all of Elk Summit lies on highly erosive, decomposed granite soils. There are also several areas of steep breakland where numerous new roads are planned and where the evidence of mass failure risk is great. Much of the flatter portions have high water table levels and there is a large amount of very boggy, frost-churned land where road building and timber harvest are not possible.

In 1973, at a cost of about two million dollars, an effort was made to build a wide timber haul road up Savage Ridge. As many expected, the road collapsed. Ten years later at the taxpayers expense another 180,000 dollars was spent to repair this same slump. Other roads on the breaks above White Sands Creek and Lochsa River that have already been started or are in the planning process will cost the general public approximately three million additional dollars.

White Sand Creek provides half the flow of the Lochsa Wild Scenic River and over 75% of all the unaltered water in the Lochsa. It is quite important that this drainage not be degraded by sediment that settles into nursery and spawning areas from logging and roading. Millions of dollars are being spent each year to restore steelhead and salmon to all of the Columbia watershed. The roads planned high on the Elk River breaks are certainly not compatible with that effort. According to the Forest Service, White Sand Creek which is actually more of a river has the highest production potential for chinook salmon for all Lochsa tributaries. The river is basically described as under-seeded or it is able to handle larger stocks of fish without exceeding its carrying capacity. This would certainly not be the case if Elk Summit is logged.

The most dense population of moose in Idaho exists at Elk Summit. There is an estimate of 100-200 animals present in what is observed as a growing population. These moose unlike those in Yellowstone National Park do not migrate but depend upon the cover which exists in the area. There is no evidence that logging helps moose. In fact moose do not utilize clearcuts very much. If the cover is removed, snow in the area is often too deep for them to survive. Transplants of moose into the area would be difficult because of behavioral differences.

In summary it is recommended that 58,000 acres of land (Elk Summit) be returned to the Selway Bitterroot Wilderness Area since the fisheries and wildlife resources are much more valuable than the 4-5 MBF timber per year the lands would yield especially since most of the acreage is considered sub-standard and the benefit-cost ratio so low. It is a comparison of long term values relating to water quality, recreation, and wildlife as opposed to short term values of logging involving unstable costly roads.

Fred W. Rabe
1715 Appaloose
Moscow, Idaho 83843

Senator McClure. Don Crawford.

STATEMENT OF DON L. CRAWFORD, NORTHERN ROCKIES CHAPTER, THE SIERRA CLUB

Mr. **Crawford.** Governor Andrus, Senator McClure, and Congressman Craig. I represent the Northern Rockies Chapter of the Sierra Club. We have a membership of about 2,000 residents of Idaho and eastern Washington.

While we have a large number of problems with the bill, I would like to spend my time today talking about specifically two issues.

One of those is the need to add the Fish and Hungrey Creek to the wilderness list in this bill; and the second is a discussion of the so-called C8S management language within the bill.

On the first issue, the small 60,000 acres in Hungrey Creek drainage, it lies to the north of U.S. Highway 12 and its major stream, Fish Creek, flows into the Lochsa River above Lowell, Idaho. This area is one of the Idaho Citizens' proposed wilderness areas that is included in the bill introduced in the House of Representatives earlier in the past year.

Senate Bill 2055 ignores this area completely. It is vital that this area become wilderness for a number of reasons.

First, within the upper portion of this roadless area lies the only portion of the Lewis and Clark trail between St. Louis and the Pacific Ocean that is still in the same shape as when it was viewed by Lewis and Clark. This is an irreplaceable treasure, yet the Forest Service proposed to develop the upper portion of the roadless area of timber production.

Second, Fish Creek is considered by the Idaho Fish & Game Department as one of the most important drainages in the Clearwater River System for the future rebuilding and restocking of wildlife and fish runs.

Third, this roadless area has very little timber value. It is mainly composed of brush fields which was formed after fires in the early 1900's.

Fourth, the area is a prime elk sanctuary and is heavily used for hunting, and it is also heavily used by fishermen. Thus, its wildlife, water fishery and wilderness recreation of Idaho is very great. It is traversed by an excellent trail system and we urge you to add Fish and Hungrey Creek to the wilderness designation list.

As the second issue to mandate the C8S management by law we feel would be a major mistake made. The C8S management includes largely untried descriptions. The wording was largely taken from wording proposed by the Clearwater National Forest Plan, and areas managed as C8S are supposed to be maintained for high quality wildlife and fishery objectives while producing timber at the same time. The timber harvest development prescriptions are specifically stated and also stream habitat objectives are stated.

However, as proposed and in the areas proposed, it is our opinion that C8S will not protect wildlife, fishery, or water shed values. This is one reason why the Clearwater National Forest Plan has been appealed. The areas proposed for C8S in the bill include Foehl Creek, Minnesaka Creek, and Skull Creek. All of these drainages have soils upon which the Forest Service has not been able to document successful reforestation within five years. These soils have high risk of reforestation failure and water shed change because of umbric and glacial till soil structure.

The soils are on steep soils with high erosion and mass wasting potential. The Forest Service has assigned water quality standards to these soils. They cannot be met and will clearly violate Federal law.

To C8S management these particular areas is ignoring these facts. In addition, these areas have high quality cutthroat trout fisheries. C8S management would allow up to 110 percent increases in sedimentation over the natural sedimentation rate. The Environmental Protection Agency, in commenting on the Clearwater Plan, stated that this level of habitat degradation was too much for critical species such as cutthroat. Yet, this bill would legally mandate mismanagement.

There is a number of other problems with mismanagement regarding road closures, access and an effect on elk and hunting, and these are detailed in my written testimony.

In effect, C8S management is not at all suited to the areas where they would be legally mandated by this bill. Yet, if it did become a law, the Forest Service would have no choice but to continue management, even if the Forest Service professionals decided at a later date that such management was inappropriate because of damage to forest resources.

So, to us this is a good example of only politicians can write laws that make permanent destructive land management practices; therefore, we urge you to strike C8S management language and instead include Foehl Creek, Minnesaka, and Skull Creek drainages in the Mallard Larkins wilderness. Thank you.

[The prepared statement of Mr. Crawford follows:]

TESTIMONY OF DON L. CRAWFORD

FOR

NORTHERN ROCKIES CHAPTER OF THE SIERRA CLUB

Before the U.S. Senate Subcommittee on Public Lands,
National Parks, and Forests

Concerning: The Idaho Forest Management Act (Senate Bill 2055)

The Idaho Forest Management Act has been appropriately named by Senator McClure and Governor Andrus, for it is not a wilderness bill. While the bill would designate some wilderness, its primary focus is on mandating forest management via the fine detail of law. This bill is the backroom, private work of two politicians, and it shows. It is loaded with politically motivated language that is unworkable and at times not even rational. This bill is totally unacceptable as written.

Senator and Governor, you must have paid-off many of your special interest political debts in order to have filled this bill with so many items of special management language. Some of the worst examples include the establishment of trails for ORVer's where it would be illegal to walk, the defining of a road as any two wheeled track, the dismemberment of wildernesses with snowmobile trails, the mandated timber cuts on specific districts and on one entire national forest, the mandated roadbuilding and timber harvest, the fine detail management rules for specific sites, and the silt-sucking mitigation procedures for the S.F. Salmon river. In this latter case, you would mandate development knowing full well that as a result silt will again fill this irreplaceable anadromous stream. You even predict this result, by naively mandating after the fact mitigation with useless, expensive SILT-SUCKING devises. Even worse, you provide that mandated timber cuts on the Bonner's Ferry district be maintained "not withstanding any other federal law". In other words, you order that the Clean Water Act, the Clean Air Act, the Endangered Species Act, the National Environmental Policy Act, even the Wilderness Act, be ignored! You would establish some wilderness, but then order its development if required to meet the mandated timber cut! A fool is born every minute, it has been said. Please do not count Idahoans among them.

Clearly this bill must be stripped of all of this SPECIAL INTEREST LANGUAGE. If not it will die of its own weight. Will you, Senator McClure and Governor Andrus, be flexible? Will you permit an Idaho Wilderness bill to move forward by getting rid of all of these SPECIAL INTEREST PAY-OFFS? If so, then the wilderness areas and boundaries you propose can be a starting point for compromise. If not, then it will have been you who killed this bill. Conservationists want a wilderness bill. However, until you make it one, we do not currently have a wilderness bill before us.

Publicly, Senator McClure and Governor Andrus, you have essentially stated that the opinions of Idahoans are worthless. You say that no matter what your constituents say, your proposal is final, and we can take it or leave it, save for fine-tuning. Idahoans and other Americans feel disenfranchised by these statements. If what you say is laid in stone, why have these kangaroo hearings?

There are many problems in this bill with the lack of adequate wilderness designations and with numerous poorly thought out boundaries for areas you do propose for wilderness. In northern Idaho you have not proposed Grandmother Mountain, Fish and Hungrey Creek, or Elk Summit for wilderness designation. In the Great Burn Wilderness you have proposed illogical boundaries on both the north and south ends, where we would have wilderness on the Montana side but it would end at the Idaho state line. In Mallard-Larkins you draw ecologically irrational square-line boundaries, you place boundaries on cliff sides, and you set the northwest boundary illogically on the wrong side of the St. Joe wild river. Others who testify will cover these and other problems in detail.

Increasing our wilderness acreage will not, as some school board members and county commissioners wrongly say, hurt school revenues. We can add much more wilderness than 1.4 million acres in Idaho and still maintain traditional levels of timber harvest. Thus, school funding tied to timber receipts need not decrease. To say it will is fear mongering! We feel that it is not appropriate to make this an issue of wilderness versus schools. However, if you must, let me make the following suggestion. Provide to the counties in Idaho where wilderness is located a fixed amount of funding each year for each acre of wilderness in that county. Then, school boards and county commissions would not be so ignorantly afraid of wilderness. Indeed, in the future as wilderness recreation-based dollars flow into Idaho communities, these people will begin to appreciate the wilderness resource that we preserve today.

I will spend the rest of my time discussing two items, 1) the need to add the Fish and Hungrey Creek roadless area to the list for wilderness designation, and 2) the folly of mandating by law so-called C8S (Forest Service terminology) management to specific sites on the Clearwater National Forest.

The small, 60,000 acre Fish and Hungrey creek drainage lies to the north of U.S. Highway 12, and its major stream, Fish Creek, flows into the Lochsa River about 15-20 miles above Lowell, Idaho. This area is one of the Idaho Citizens' proposed wilderness areas and is included in the bill introduced this year in the House of Representatives. Senate Bill 2055 ignores this area completely. It is vital that this area become wilderness for several reasons. First, within the upper portion of the roadless area lies the ONLY PORTION of the LEWIS AND CLARK TRAIL between St. Louis and the Pacific Ocean that is still the same as when viewed by Lewis and Clark. This approximate 20 mile stretch of the trail is irreplaceable and is on the national historic registry. Yet, the Forest Service proposes to develop the upper portion of the roadless area for timber production. Second, Fish creek is considered by the Idaho Fish and Game Department as one of the most important drainages in the Clearwater River system for future rebuilding of wild anadromous fishery runs. Third, this roadless area has little timber value, for it is mainly composed of brush fields which formed after catastrophic fires in the early 1900's. Fourth, the area is a prime elk sanctuary and is heavily used for hunting as well as fishing. Thus, its wilderness recreational value is great. The area, unlike some adjacent areas, is traversed by an undeveloped excellent trail system. We urge you to add Fish and Hungrey creek to the wilderness designation list.

To mandate C8S managment by law in Senate bill 2055 would be a major mistake. The C8S management prescriptions in the bill were simply taken from wording proposed by the Clearwater National Forest. Areas managed as C8S are supposed to be maintained for high quality wildlife and fishery objectives while producing timber at the same time. The timber harvest prescriptions (see Clearwater National Forest Plan) set specific standards for development activities in elk habitat. They also include stream habitat "objectives", and they prohibit use of motorized vehicles on all new roads (except for snowmobiles). HOWEVER, AS PROPOSED, C8S WILL NOT PROTECT WILDLIFE, FISHERY, OR WATERSHED VALUES. This is one reason why the Clearwater National Forest Plan has been appealed. The areas proposed for C8S in S. 2055 include Foehl creek, Minnesaka creek, and Skull creek (all are a part of the Mallard-Larkins roadless area). All of these drainages have soils upon which the Forest Service HAS NOT BEEN ABLE to document successful reforestation within five years. Such soils have high risk of reforestation failure and watershed change because of umbric and glacial till soil types. These soils are also on steep slopes with high erosion and mass wasting potential. The Forest Service hasassigned water quality standards to these soils which clearly violate state and federal laws. To use C8S management here is to ignore the facts mentioned above in order to somehow justify at least limited development of the drainages. These drainages all have highly productive cutthroat trout fisheries. C8S management would allow 45-110% increases in sedimentation over the natural sedimentation rate. The EPA, in commenting on the Clearwater Plan, stated that this level of habitat degradation was too much for critical species such as cutthroat. Yet, S.2055 would legally mandate this level of habitat destruction. Closing roads to the public will fail to protect key elk habitat. Elk will avoid existing roads even when they are closed to vehicles. Roads, closed or not, still increase access via foot, horse, or trailbike. Thus, elk security habitat is compromised permenantly. Evidence exists that roads significantly reduce wildlife potential, hunter success rates, hunting seasons, and quality hunting opportunities. Road closures also do not prevent continuing erosion from roads cut through unstable soils. In effect, C8S management is not at all suited to the areas where it would be legally mandated by S.2055. Yet, the Forest

Service would have no choice but to continue such management even if Forest Service professionals decided that such management was inappropriate. This is a good example of how politicians can write laws that make permenant destructive land management practices. WE URGE YOU TO STRIKE C8S MANAGEMENT LANGUAGE FROM S.2055 AND TO INSTEAD INCLUDE THE FOEHL, MINNESAKA, AND SKULL CREEK DRAINAGES IN THE MALLARD LARKINS WILDERNESS WHERE THEY BELONG.

I thank you for this opportunity to testify.

Don L. Crawford

Date: March 12, 1988

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Senator McClure. Thank you, and your entire prepared statement will be made part of the record.

John Osborn.

STATEMENT OF JOHN OSBORN, INLAND EMPIRE PUBLIC LANDS COUNCIL

Mr. Osborn. Senator McClure, members of the senate and subcommittee, Governor Andrus, Congressman Craig, I am John Osborn. I am a physician in Spokane, Washington and coordinator of the Inland Empire Public Lands Council. The Council is an affiliation of leaders of organizations in north Idaho and eastern Washington. We share a deep concern about the fate of our National Forests.

I would like to start with by just stating that there seems to be that the future of the timber industry in the region, not just Idaho, but Washington and Montana as well, is going to be on the good growing sites close to the mills, to use the bad country as whipping boys, scapegoats for problems with those two drawing sites, I think, does tremendous service for not only to the communities that demand on these resources but tremendous service to the inland northwest regional economy.

We are in regions experiencing severe problems with cut and run logging. The Burlington Northern Corporation, I think one of the reasons that we are so deeply concerned about places like Mallard Larkins is because it is clear the writing is on the wall. And for those of us who watched it go one after another this summer upon the North Fork and Clearwater, these areas are tremendously important. We are losing them very quickly.

It is particularly frustrating to look at the forest plan to know the problems with that plan. It has simply nothing to do with economy efficiency and nothing to do with environmental protection, and apparently just about everything to do with political expediency. There are many problems with this legislation. When it was first announced, it seemed like a place to start. We felt there were problems with the boundaries where corners on cliffs could simply not be identified and areas that even the Forest Service recommended, Mallard Larkins, said would be back in but it seemed like a place to begin the discussion for the public.

In subsequent weeks what we found was that the language that was made, it was not a wilderness bill but a forest management bill, a bill that would not only be extraordinarily damaging to north Idaho water sheds and close the chapter on land use, planting it towards badly needed, but set a major precedent not only for the nation's wilderness but the National Forest system as a whole.

I hope this committee takes a very long look at this bill. And today what I would like to do is focus on a very political number, 283,500,000 board feet. The forest final plan had contained a cut of 80 man board feet and presumably this figure derives from that cut plus 3.5 out of the special management area on the Bonners Ferry District.

What my testimony does is it simply goes through and try to provide this committee background for languages not necessary for the timber industry and why we need tremendous support to the forest water sheds of north Idaho, Washington, and Montana since the Idaho Panhandle is somewhat of a misnomer of the Forest Exchange. The forest extends into Montana and Washington as well. So basically this proposal will be establishing precedents not just for Idaho but for Montana and Washington.

Is 283.5 million needed? What I have tried to do is provide some of the salient literature from Forest Service documents suggesting that it is not, and whether you look at it, depending at what areas you look at, we are gainfully aware that industry has its ups and downs. Some years it cuts; other years it cannot. But there is the public need to be aware and their leadership need to be aware that there is a difference between how much is sold and how much is actually bought and how much is actually cut. We see a growing litigation of a conflict of uncut volume under the contract. There seems to be a cushion in the timber industry of how much they need which is unclear, and also has been no work done in the literature on how important that figure is. What is clear is that there is a massive volume of uncut under contract even after the 179 buy back on the Panhandle and still today that figure is at least at the end of fiscal year 1987 was 740,000,000 board feet and that data is provided for you at the end of the testimony. 238,500 means something besides a providing of timber supplies to those who want it. It also means 2,700 miles of logging road that will be built and rebuilt into the already badly damaged water shed of the Panhandle. I would like to come back to this point.

Forest water sheds of north Idaho are in a mess. Also 500,000 acres of badly damaged water sheds that would have to be referred—well, I would like to go on and obviously could at great length, but recognizing my statement will be read to the record, placed on the record.

[The prepared statement of Mr. Osborn follows:]

INLAND EMPIRE PUBLIC LANDS COUNCIL

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STATEMENT OF
JOHN OSBORN, M.D.

BEFORE THE
COMMITTEE ON ENERGY AND NATURAL RESOURCES

U.S. SENATE FIELD HEARINGS
COEUR D'ALENE, IDAHO
12 March 1988

Senator McClure, members of this committee:

I am John Osborn. I am a physician in Spokane, Washington and coordinator of the Inland Empire Public Lands Council. The Council is an affiliation of leaders of organizations in north Idaho and eastern Washington. We share a deep concern about the fate of our National Forests.

Good tree growing sites close to mills are the future of the timber industry. Jobs and the health of timber dependent communities depend on sites where trees can be managed as a sustainable crop. The full extent of the mismanagement of these sites in north Idaho remains unclear.

Cut and run logging is nothing new in the region. Only the most recent case is Burlington Northern Corporation liquidating its private forests in Idaho, Montana, and Washington. Rather than face the economics and social responsibility of sustained yield forestry on north Idaho's good timberlands, some timber interests and their backers are insisting that the Public road and log many of the very worst of the region's tree growing sites: roadless areas in our National Forests.

The Idaho Forest Management Act of 1988 takes the Inland Northwest in the same dangerous economic and environmental course: investing in the worst tree growing sites while ignoring problems with the best sites. Small woodlot owners and other growers of trees will increasingly have to compete unfairly with heavily subsidized federal timber. The long term cost, economic instability, and environmental damage will likely be overwhelming.

The Idaho Forest Management Act of 1988 contains serious problems with proposed wilderness boundaries and with special language. While I will focus on one component of the language today, please be assured of my concern for the other serious problems with this legislation.

The Idaho Forest Management Act would make it illegal for the US Forest Service to sell any less than 283.5 MMBF (million board feet) of timber each year from the Idaho Panhandle National Forests.

> Sec. 103. (a)(1) Notwithstanding any other provision of law, the Secretary shall manage the area designated "A" on the above described map so as to provide 3.5 million board feet additional allowable sales quantity of timber annually above the allowable sales quantity level for that area in the forest plan for the Idaho Panhandle National Forests at the date of enactment of this Act; Provided, further, that the allowable sales quantity in the Bonner's Ferry District of the Idaho Panhandle National Forests shall be not less than 40.5 million board feet annually for the first planning period and the allowable sales quantity for the entire Idaho Panhandle National Forest shall be not less than 283.5 million board feet annually for the first planning period.

I. 283.5 MMBF: IDAHO, WASHINGTON, AND MONTANA

This Act proposes to legislate the amount of timber sold annually from three proclaimed National Forests. These three National Forests are the St. Joe, Coeur d'Alene, and Kaniksu--administered together as the Idaho Panhandle National Forests. The title "Idaho" is a misnomer, since the Kaniksu actually extends into the states of Washington and Montana. Thus, the Idaho Forest Management Act would actually be legislating on National Forest lands in Idaho, Washington, and Montana.

II. 283.5 MMBF: NOT NEEDED

The amount of timber actually cut--which is the important figure for a timber-related economy--is less than 283.5.

> Although the total volume sold from the [Idaho Panhandle National Forests] the last few years has been approximately 250 MMBF, the cut has averaged 202 MMBF the last four years. It is the amount of timber cut that actually affects employment and income. (USDA USFS: IPNF DEIS II-87,88 1985)

The amount cut was 202 MMBF for the 4 year period ending in 1985, or 233 MMBF for the 10 year period ending in 1987.

> The years used to calculate the 202 MMBF were the poor years for the lumber market and may not represent a long-term trend. The long-term average sell (1969-85) was 265 MMBF and the average cut during that time was 248 MMBF. (USDA USFS: IPNF FEIS VI-45)

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Thus, the Idaho Forest Management Act would require the Forest Service to sell much more timber than is actually needed: 30 MMBF to 80 MMBF more than is needed.

The average amount of timber the Forest Service has tried to sell during the last 10 years is 269 MMBF. Timber sales may not sell. The Forest Service has expressed concern that markets may not exist for timber of low commercial value from roadless areas.

> Preroading low value, small diameter timber stands is not a guarantee that the sales will sell. Market conditions or other factors could result in a "road to nowhere" situation. [USDA USFS: IPNF Timber Harvest Program Analysis and Evaluation, Part II. June, 1981]

When the Forest Service sells timber, private interests may not actually log the trees. This results in a timber volume termed "uncut under contract"--a cushion that timber interests argue they need for financing operations. In 1975 this volume was 668 MMBF. In 1982, this volume exceeded 1000 MMBF on the Idaho Panhandle National Forests.

> Commercial timber sales on the IPNF have averaged 275 million board feet (MMBF) annually over the last five years and 278 MMBF for the period 1972-1981. . .
> . . As of December 1982, IPNF had roughly 1.1 billion board feet of uncut timber under contract. Current volumes sold are about 270 MMBF/year. Current cut volume is about 150 MMBF/year. The cut has fallen short of the sell for the past five years. Consequently, volume under contract has risen from 600 MMBF in 1978, to over 1,000 MMBF in 1982. (USDA USFS: IPNF DEIS III-62)

Even after the timber industry sold back 179 MMBF resulting from Congress bailing out the industry in 1984, and even after a major resurgence in timber demand, the Panhandle's "uncut under contract volume" of Public timber in private hands is 740 MMBF (see appended letters for timber date for FY 1985, 1986, and 1987). When Congress considers making it illegal for the Forest Service to sell less than 283.5 MMBF from the Panhandle, it should also consider that the Public timber may not sell, and that the Public timber sold may not be cut.

III. 283.5 MMBF: 2730 MILES OF LOGGING ROADS IN THE NEXT 10 YEARS

> As a result of the timber harvest program, an estimated 1,760 miles of road may be constructed and 970 miles reconstructed during the decade. [USDA USFS: IPNF Final Forest Plan, II-21 1987]--based on an average annual timber sale level of 280 MMBF.

The road network on the Panhandle has 6000 miles of maintained roads and 3500 miles of nonmaintained roads. The Forest Service has failed to disclose the cost to taxpayers for managing the existing massive road network or its continued expansion. The agency plans to build and rebuild 6200 miles of road during the next 50 years to achieve a road network of 11,310 miles.

> By the end of the fifth decade, the transportation system will be nearly complete. During the five decades, an additional 6,260 miles will be added to the existing 6,000-mile system. (USDA USFS: IPNF Final Forest Plan II-23)

Environmental damage to north Idaho's forested watersheds will likely be enormous if Congress supports this Act. The waters of North Idaho are important for quality of life in the region, for a thriving recreation economy, national class lake and stream fishing, billions of dollars in property values, and for drinking water.

> Management of fish habitats on the Forest has the potential to significantly affect fish populations and the quality of fishing in north Idaho. Most of the spawning and rearing streams supporting trout populations in Priest Lake, Lake Pend Oreille, Lake Coeur d'Alene and Hayden Lake are located on the Forest. [USDA USFS: IPNF DEIS IV-20]

The Public watersheds are home to 10,000 elk and the last herd of woodland caribou in the lower 48 states.

Forest Service logging and roading have already badly damaged over 500,000 acres of watersheds--at least one-fifth of this 2.5 million acre National Forest. Fisheries are declining.

> Presently, approximately 30 percent of the IPNF is producing sediment at a rate which detracts from fisheries and other watershed values. The projected population increases in northern Idaho will likely increase the demand for high quality water recreation and fisheries. [USDA USFS: IPNF DEIS III-64]

> Fishing demand presently exceeds supply on all the lakes and rivers and some of the streams on the forest. . . . Since 1967 fishing pressure has been increasing at an average rate of three to five percent per year. During the same period, overall angler success rates have dropped from an average of 0.5 to less than 0.1 trout per hour. [USDA USFS: IPNF Draft Forest Plan V-11]

> [Of 277 third and fourth order drainages studied] . . . at the present time 50 watersheds totaling 468,000 acres (18.7 percent of IPNF area) are producing sediment at double the base rate, and in addition, have either 25 percent of their area roaded and harvested or 20 percent

> bottom fines, are a municipal watershed or are an important fishery for the west slope cutthroat trout. [USDA USFS: IPNF Draft Appendix 17]

The agency has failed to disclose to the Public how it will protect North Idaho's Public watersheds in the face of continued massive road-building.

IV. 283.5 MMBF: DENYING CITIZENS THEIR "DAY IN COURT"

The Forest Service's plan for the Idaho Panhandle National Forest is a sham. The agency's plan has very little to do with environmental protection or economic efficiency.
The Public is denied any meaningful discussion of environmental and economic trade-offs and protection that the American people through Congress have considered necessary in making decisions on Public resources. The Forest Service's plan is under appeal by 20 local, regional, and national sporting and environmental groups. If Congress supports the Idaho Forest Management Act of 1988, then it accepts sham planning on the Panhandle National Forests and denies citizens their rights of seeking justice through the appeals process.

V. 283.5 MMBF: OVERRIDING FOREST PLANNING, PRECEDENT FOR THE NATIONAL FOREST SYSTEM

Congress needs to carefully consider the precedent that it would establish by mandating timber sell levels for National Forests in Idaho, Washington, and Montana if it supports the Idaho Forest Management Act of 1988. In this instance, timber interests who buy Public timber clearly benefit. But Congress would have opened the door to micromanagement of our National Forests from Capitol Hill--and may find a deluge of requests from citizens increasingly disillusioned with the roading and logging bias of the Forest Service in the forest planning process.

The 283.5 MMBF annual timber sell level and lots of other "special language" is supposed to be the trade-off for protecting a few roadless areas in Idaho as Wilderness. The great irony is that few of these areas were scheduled for roading and logging anyway--and if they were, they shouldn't have been because of economic and environmental conditions.

I urge Congress to reshape this Forest Management Act into an Idaho Wilderness Act of 1988 by removing the language and providing Wilderness boundaries that are ecologically sound.

Senator McClure. Your entire statement will be placed on the record. The attachment thereto will be placed in the file. Thank you very much.

Kent Henderson.

STATEMENT OF KENT HENDERSON, PRESIDENT, IDAHO WILDLIFE FEDERATION

Mr. Henderson. Senator McClure, Governor Andrus, Congressman Craig, the Idaho Wildlife Federation, we appreciate this opportunity to represent the group of concerned hunters and fishermen from Idaho and from across the nation who enjoy hunting and fishing in Idaho.

I have submitted a letter to Senator McClure that I wrote to you on February 19 as my testimony. I will not read that but I would like to address some of the points within it.

We are concerned with this bill regarding the concept of special management areas we feel will not respond radically or adequately to changes that might occur in the forest through vagaries of nature or the excesses of men. We are concerned that these mandates may limit the authority of forest supervisors to carry out their responsibilities under other positions of law. They appear in some cases to reiterate sound management for multiple use, leaving the impression that perhaps other areas of the Forest Service will not be managed like wildlife, water shed, fisheries and scenic values as well as other resources.

We will suggest that perhaps some other ways to work with special management provisions that are retained for the forest supervisors, their authority and still get across what you want to get across with your intent.

Within the Bonners Ferry special management area, we are concerned of a provision that says notwithstanding any other provision of law. We are concerned that this lies in the face of the existing law and may be considered for it. This includes endangered species.

We are concerned regarding any mandated level of ASQ. We feel that the laws is an inappropriate place to do that since ASQ should be allowed and vary in accordance with questions that might occur in the forest from your two year period. Within the Mallard Larkins special management area, we are concerned that not enough areas are covered adequately respecting big game and fishery values within that area. We are concerned that this has been, by a number of people that the C8S description is inadequate to meet the goals for which has been set.

On the south fork of the Salmon River, the river badly damaged by the past, the river that at one time provided half the summer chinook salmon for the entire Columbia River drainage. We are concerned that this river under the mandate as it is written will not be allowed to recover to the point where habitat is no longer the limiting factor for the fish that come up and down the river. We would like to see the river system recover until spawning and rearing habitat are no longer the limiting factors. The concern for BOISET model has not been adequately tested, that is, sedimentation removal equipment has not been tested. We would suggest that additional experience with this needs to be done before we take them as a matter of law.

Within the motorized vehicle areas we have concern for the State. We are concerned that these are impractical from the standpoint of enforcement. It would be extremely difficult to enforce the provisions that you have on. We have within our membership a number of members who use motorized vehicles. We are not necessarily opposed to their use but we do feel that these provisions will not adequately meet the needs of back packers or those of you who used motorized equipment.

Title III, section 302 of the bill, we support the provisions of existing law regarding the U.S. reservation of water rights in wilderness areas. We ask that this be stricken. In section 303(c), that portion that portion dealing with motorized access and road maintenance we feel is incompatible with the nature of wilderness. Section 305, air strips, we are concerned with this section. It requires the secretary to carry out any responsibilities for the safety of persons who may want to use the strips. We have no necessary preservations about leaving air strips within the wilderness area. We are concerned that the forest supervisors have sufficient authority to manage them safely and within budgetary restraints. We are concerned that this is not adequately expressed in this provision. We are also concerned that the provision subordinates the secretary of agriculture to a state agency. We feel that that is inappropriate and takes a forest supervisor's authority to manage the responsibilities within the forest.

Finally, within the road provision, we feel that the roads as designated within this bill are inadequate. We recommend that a definition of a road be limited to one that is in common use prior to the enactment of this bill, that have been the subject of federally funded maintenance prior to enactment of this bill, that have served a purpose not otherwise served within the bill or otherwise served by a road outside of the wilderness area, finally, rather than leaving every track that might be possibly used by a vehicle, choose one that meets the other requirements and negate the others. Otherwise, you are having a nightmare administering these areas and attempting to establish the boundaries.

Finally, the National Forest has been established to insure that the nation maintain the imperpetuitive benefits of our forest, not only for wood and wood products, but for the wild life, fisheries, water sheds, scenic, and recreational values as well. The forest offers opportunities to surrounding communities and businesses. There are varieties and opportunities for guiding and outfitters, logging, and mining. Other communities and businesses accepted these opportunities, and it was up to them. It should not be up to the forest management to alter these opportunities as an exercise that will deprive us of a statement if this is enforced. Thank you.

[The prepared statement of Mr. Henderson follows:]

IDAHO WILDLIFE FEDERATION
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February 19, 1988

Senator Jim McClure
361 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator,

I am writing on behalf of the Idaho Wildlife Federation regarding the proposed "Idaho Forest Management Act of 1988".

The IWF appreciates the spirit of cooperation you have demonstrated in your efforts to put together this legislation. We continue to view it as a good starting point from which to produce a wilderness system in Idaho.

While the proposed bill contains numerous positive features, the IWF, based on its initial review, finds several areas for serious concern. Unfortunately, until these are corrected, we cannot support passage of the bill into law. We offer the following comments and recommendations as constructive towards a common goal of wilderness legislation that will be acceptable both to Idaho and Congress. These comments are based on preliminary study, subject to later modification and extension.

Section 101. (b)(2). The IWF is uncomfortable with the concept of legislatively mandated "Special Management Areas". Mandates do not always respond quickly to the vagaries of nature or the excesses of men. They therefore limit forest managers in their efforts to cope with fires, floods and other natural or manmade disasters. Additionally, in many instances, the prescriptions simply reiterate sound management for true multiple use, leaving the inference that areas outside the scope of this bill will be developed without due regard for wildlife, watershed, fisheries, and scenic values.

Section 103. (a)(1). This section establishes the Bonner's Ferry Special Management Area and mandates specific levels of allowable sales quantity for timber harvest. This provision is objectionable on several grounds. First, it is established "notwithstanding any other provision of law". This proposed provision of law flies in the face of NFMPA, NEPA, The Act of June 4, 1897 (30 Stat. 11) and the Multiple Use-Sustained Yield Act of June 12, 1960 (74 Stat. 215), to name a few. We object to the passage of a law that would supersede existing law we believe is in the best interest of the people. Secondly, mandating any level of timber cut is counter to every dictate of responsible forest management, and deprives the forest supervisor of authority to carry out his responsibility to manage the forest on a sustained yield basis, or to adjust timber sales in order to address fires, blowdowns or other natural or manmade disasters. The IWF is involved in appeal of the Panhandle National Forests Plan, largely because the established ASQ is already far beyond the concepts of multiple use and sustained yield. The mandated ASQ that currently exists on the Tongass National Forest in Alaska has become intolerable from a conservation viewpoint and is currently the subject of legislation to remove it. We see little sense in compounding the error by repeating it in Idaho.

The IWF recognizes and respects your commitment to the protection and preservation of Idaho jobs. We would like to work with you to find ways to promote employment without prostituting our natural resources and the professionalism of our forest supervisors. In the meantime, we strongly urge that this section of the proposed legislation be withdrawn.

Sections 103. (a)(2) & (3) While we applaud the intent of these sections' efforts to focus attention on the value of the watershed and big game habitat in these areas, we feel the prescription of C8S is insufficient to protect these resources. The most recent available data tends to question the validity of earlier arguments that clear cuts are good for elk. Roading, even when followed by road closures, has been shown in surrounding states and in Idaho to seriously impact elk vulnerability. We anticipate that countermeasures to offset this would include increased law enforcement to prevent more poaching, shortening seasons, and special permit only hunting. All of this would increase management costs and reduce economic benefits from hunters to local communities. While we would like to see much of this area left in wilderness, we could accept a prescription of C1.

Section 103. (a)(6) The South Fork of the Salmon River stands as a monument to past bad management. A tremendous effort has been made first to stop the progressive deterioration of fishery quality, then to reverse the destructive trend. This effort has only been partially successful and the South Fork of the Salmon remains significantly below its potential capacity as a major producer of Salmon and Steelhead. This potential is not only esthetic, but economic as well. Before its destruction by improper and overzealous timber harvest, improper and excessive roading, this river produced an estimated half of the summer chinook salmon for the entire Columbia drainage. The river now produces a mere fraction of its former self. Only two to three thousand fish return to the hatchery, and only a few hundred wild fish, at best, survive to spawn each year. We want to see the river system recover until spawning and rearing habitat are no longer the limiting factors for South Fork Chinook Salmon. This provision, which calls for no net increase in sediment deposit in the reach system essentially denies any further recovery of the reach. Mandating the BOISET sedimentation model is premature, the model is not yet well enough tested and accepted. In addition, modeling without monitoring is invalid. While experimental techniques for removal of sediment show promise, this technology is not mature enough to rely on, for it has been unsuccessful at dislodging sediment from salmon spawning beds and rearing areas.

The IWF recommends that Section 103. (a)(6)(B) be changed to read "The Secretary shall allow timber harvesting in areas outside of area "A" but within any drainage of any tributary which flows into that reach of the South Fork of the Salmon which lies within area "A" (hereinafter the "reach system") only after the river system has recovered from sedimentation to the extent that the condition of spawning beds and rearing areas is no longer the limiting factor for salmon and steelhead production. Such harvest shall be allowed to continue only so long as it does not adversely impact the viability of salmon spawning beds and rearing areas in the reach system."

Sections 103. (a)(7) & (8) While the membership of the IWF includes many who own and use motorized recreational vehicles, the federation believes that the restrictions applied here simply reiterate good management for all multiple use areas where such vehicles are allowed at all. Motorized recreational vehicles, particularly within the fragile landscapes that encompass so much of Idaho, are potentially highly destructive, creating permanent land scars and erosion channels. As a matter of responsible management, their use should be restricted to designated trails or established motorized vehicle areas.

The IWF recommends that these sections be deleted, and the lands contained therein be reconsidered for wilderness.

TITLE II. The release language contained in this section is obtuse and legalistic, difficult for the lay person to decipher. The IWF reserves comment on this section pending review by attorneys acting on our behalf.

TITLE III, Section 302. The IWF supports the provisions of existing law regarding the United States' reservation of water rights.

Section 303. (c). That portion of this section dealing with motorized access and road maintenance is incompatible with wilderness and should be removed.

Section 303. (d). We recommend this section be moved to Section 305 for compatibility.

Section 305. This provision is objectionable on two counts. First, it requires the Secretary to maintain any aircraft landing strip without regard to a variety of natural and social factors that could mitigate against such action, including providing for the safety of the the citizenry and due regard for cost. The IWF does not oppose, out of hand, the maintenance of landing strips in wilderness areas, when due regard is given to providing the Secretary with the authority to carry out his responsibilities. Second, the IWF objects to a provision wherein a Federal agency is subordinated to a State agency, as is done in requiring "the express written concurrence of the agency of the State of Idaho charged with evaluating the safety of backcountry airstrips".

Section 308. The membership of the IWF has expressed opposition to provisions for guides and outfitters to retain camps or caches in wilderness or other forest areas beyond the limits ascribed to the general public. I have mixed feelings about this personally, but feel I must express the views of my constituency.

Provision (c) of this Section subjugates the Secretary to the Idaho State Board of Outfitters and Guides. I recommend this provision be changed to read "The Secretary shall allow only those guides and outfitters licensed by the agency of the State of Idaho charged with the regulation of the outfitting and guide industry to establish and maintain camps in accordance with the provisions of this section. The Secretary will inform the agency of the State of Idaho charged with the regulation of the outfitting and guide industry of the circumstances surrounding any decision to revoke any commercial outfitting and guide camps and practices subject to this section."

Section 309 The definition of a road under this provision is unacceptable. Anyone familiar with Idaho is aware of hundreds of such tracks, some dating back over a century. This provision will unnecessarily confuse the process of inventorying proposed wilderness areas and will certainly render the process of mapping and revising boundaries impossibly tedious and expensive.

The IWF recommends that this section be changed to read, "For purposes of this Act, the Secretary shall define as a road any parallel tracks which:

(1) Are in common use by four wheel vehicles licensed for highway use by an appropriate state agency.

(2) Have been the subject of federally funded maintenance within the five year period preceding enactment of this act.

(3) Serve a purpose, such as fire access, land management access, or other access compatible with forest plans and this act and for which level of use or urgency of purpose is sufficient to justify the expenditure of maintenance funds over the foreseeable future.

(4) Serves a purpose not reasonably served by another road not located within the areas designated by section 102.

(5) In the event more than one set of tracks serving similar purpose(s) within the same general area is located and such tracks meet the other criteria for a road established herein, the Secretary shall designate only one as a road."

Affiliated with the National Wildlife Federation

Section 102. Map boundaries for areas designated within this section still appear to have been traced along artificial lines rather than along defined terrain features, in a manner designed to protect ecotones and ecosystems. It is recommended that these boundaries be established by personnel familiar with the ground at the forest and district level, rather than at the Forest Service chartographic offices in Region 4.

The IWF has not yet had an opportunity to review each area in terms of size and scope. We thus will reserve our comments on specific wilderness and Special Management Area boundaries for later.

Thank you for the opportunity to provide input to this important project. I trust you will find these comments constructive.

Sincerely,

Kent Henderson

Kent Henderson

Senator McClure. Thank you.

Dennis Cartwright.

[No response.]

Senator McClure. Carl Melina.

STATEMENT OF CARL M. MELINA, FRIENDS OF MALLARD LARKINS

Mr. Melina. Thank you. My name is Carl Melina. I'm a Moscow physician. I represent the Friends of Mallard Larkins which is a coalition of conservation organization and individuals who are interested in preserving the Mallard Larkins region.

We think that a major strength of the Idaho Forest Management Act is the Meadow Creek proposal. We think it is a good proposal because it preserves cutthroat fisheries and preserves a unique and beautiful area, the Upper St. Joe River, especially the St. Joe Lake area. We see this area as having limited timber value and we know that the logs that would be cut from this area would probably serve to propogate Idaho mills. The remainder of the proposal, however, fails to recognize the needs for the fragile nature for the Mallard Larkins and therefore propose the bill relative to the Mallard Larkins area.

The unique assets of the Mallard Larkins has to offer are three lake basins, three important river drainages, habitat for elk, mountain goats and cutthroat trout. And the Mallard Larkins provides the clean water for both north Idaho and eastern Washington.

One of the issues that has been unstated in the Idaho Forest Management Act is that of community stability. It's unclear what that really is; however, I presume it means providing revenue to communities so they can exist in an economically feasibly way. There is a limit to the wealth that can be generated by the harvest of trees because there is a limit to the number of trees that can be harvested. While there is a limit to recreational wealth as well, there seems to be a much greater opportunity for earnings by the tourism industry. The tourism industry depends on wild rivers, elk herds, healthy fisheries, beautiful views, and a wild disburse of recreation. The tourism industry in Idaho represents the third largest industry in Idaho, and currently the fastest growing major Idaho industry. Tourism needs more emphasis in this Act.

Another underemphasized area is the value added to the components of timber. It is overconspicuously absent in this Forest Management Act. In my written testimony, there is an error in numbers that I made a wild statement about 400 times the profit now make for harvesting trees would be obtained by manufacturing forest products. It's probably more like four, and when I think of billions and millions, it gets confusing. But many times the profit would be generated by using those trees for local manufacturing. In fact the University of Idaho would like to study that more thoroughly and is having difficulty retaining funds from the state legislation to do so.

Given these kinds of considerations, we feel that the failure to set aside fragile and unique roadless areas as wilderness is wasteful of the forest resources, specifically some criticisms of the bill which will reiterate what's already been said to some extent, is our opposition to these special management areas. We feel that these areas weaken protection of the region because they compromise traditional forest management by creating statutory requirements.

Relative to the C8S guidelines, I would like to concentrate on comments regarding road closures. The C8S says that about 75 percent of the elk resource would be preserved. One of the major threats to the elk resource are roads. A study was done by an organization called Swan Creek Coalition in the Flatlands National Forest in Montana, and they showed in their studies that 38 percent of all roads are ineffective. Half of the elk killed in Idaho are killed from poaching and roads are the access of the poachers. It is also reasonably agreed that any usage of roads will ultimately damage the elk resource. We don't think that road closures will be feasible in the Mallard Larkins area because of the cost of enforcement, and also because of the precedent that ORV use may create. As I read the C8S guidelines, they state that recreational use will be permited until the road system is completed. The road may take 10 to 20 years to complete and that will allow recreational vehicle use which is as bad as any other use on road, as far as damaging the elk resource and to continue up to 20 years, and we think that that would create a 20-year precedent and would be difficult to overcome.

I have some specific comments about specific management areas, which I will try to run through briefly. Foehl Creek has been designated as a special management area, and perhaps you will refer to my written testimony.

Senator McClure. Well, thank you.

Governor Andrus. Thank you. I was confused. You said you opposed the special management area. You were starting to discuss Foehl Creek and you ran out of time, but if that's not special management and not wilderness, it would be open and you would favor it not being in the wilderness?

Mr. Melina. No, I favor it being in the wilderness, being included.

Governor Andrus. The other question you have answered, thank you, sir.

Senator McClure. Thank you. Our staff tells me you have not submitted your report.

Mr. Melina. I submitted one copy.

[The prepared statement of Mr. Melina follows:]

Testimony given March 12, 1988

Idaho Forest Management Act

Carl M. Melina, M.D.

On Behalf of:

The Friends of Mallard Larkins, P.O. Box 9362, Moscow, ID 83843

My comment is confined to the Mallard Larkins proposal in the Idaho Forest Management Act. I represent a coalition of conservation interest groups which include The Sierra Club, The Wilderness Society, The Idaho Wildlife Federation, The Idaho Conservation League, The Audobon Society, The Latah County Wildlife Association and individuals interested in preserving this unique and fragile roadless area as wilderness.

A major strength of the IFMA for the Mallard Larkins region is the Meadow Creek proposal. Wilderness designation for this area ensures preservation of the valuable cutthroat trout fishery as well as the unique and beautiful St. Joe Lake and upper St. Joe River. It recognizes that the timber value in the Meadow Creek drainage is limited and that most of the revenue from sale of this timber would benefit Montana economy.

The reasons that make the Meadow Creek proposal sound are the same reasons that make the remaining proposal for the Mallard Larkins unsound.

The remaining proposal fails to recognize the unique nature of the Mallard Larkins area which contains three major lake basins (which are in themselves unusual in North Idaho) and three major river drainages which are fragile trout habitat and provide a valuable clean water resource to much of north Idaho and eastern Washington.

The act takes a narrow view of the economic reality that faces the Idaho timber industry. They fail to acknowledge that community stability will not be found in timber harvest alone. The ability of the timber industry to generate new wealth for Idahoans has a limit defined by maximum timber harvest. Tourism, which is now the third largest industry in the state and the most rapidly growing industry, has the ability to generate a vastly greater influx of wealth. Even given the fact that timber related jobs pay about 2 1/2 times more that typical tourism jobs the potential for tourism related economic growth is great enough to offset this difference.

Timber products as they are now marketted in Idaho waste a major value added component. Through the encouragement of forest based manufacturing as much as 400 times the profit now obtained from Idaho's forests could be realized.

Failure to set aside fragile and unique roadless areas as wilderness given these factors seems wasteful of the forest resource.

The special management areas that are designated for the Mallard Larkins significantly weaken the protection of the region because statutory management compromises the ability of forest managers to react to changing information and on site conditions. For instance, adequate soil mapping of the Idaho Panhandle National Forest is 3-4 years from completion and information is emerging that soils in some areas of the Mallard Larkins region will not regenerate trees. Under the statute of the IFMA no adjustment could be made for this new data.

The road closures that are manadated under the C8S management guidelines have a strong chance of failing to protect the elk resources in these special management areas. Under C8S requirements 75% of the elk resource must be preserved. Data accumulated by the Swan View Coalition on the Flathead National Forest show that 38% of all road closures are ineffective. One half of the elk kill in Idaho is due to poaching and roads are the access for poachers. In fact, any usage of roads will significantly damage elk habitat. ORV use is permitted under the C8S guideline until the entire road system is completed. Since completion may take 20 years this establishes a huge precident for continued ORV road use with its attendant disruption of elk habitat. Aside from the impact of timber harvest in the special management areas the existance of roads offers a major threat to elk.

The following represents comment directed to specific drainages not included in the wilderness proposal for the Mallard Larkins which in our opinion should be included.

FOEHL CREEK

Increasing evidence is available that the soils of Foehl Creek will not support timber harvest and road construction. Umbric soils are widely found in this drainage. These soils have a terrible timber regeneration history in that that they are infertile and shallow and favor fern growth to the exclusion of trees. Glacial till soils, particularly at the head of Foehl Creek contain perched water tables which leak their contents onto road beds when disturbed causing road instability and heavy siltation. Clearcuts near Foehl Creek have failed to regenerate after 28 years and the Forest Service has predicted that some regeneration times in this drainage may take 110 years. A 110 year rotation is not compatabile with the definition of a renewable forest resource.

SPOTTED LOUIS CREEK

Snow Peak is located in this area. It provides habitat for a major heard of mountain goats in north Idaho. Because of the unique nature of this resource this drainage ought to qualify for wilderness status.

BUCK CREEK

Aside from the tenuous protection of elk in this drainage by the special management language this drainage provides a major contribution to the flows of the Little North Fork of the Clearwater River. Until this year this river has flowed clear water. Because of extensive logging by Burlington Northern to the north of Buck Creek the Little North Fork flowed mud in the fall of 1987. The Buck Creek drainage (along with Foehl and Spotted Louis drainages) should be preserved to help maintain the integrity of the Little North Fork fishery. The same glacial till soils described above will contribute to heavy erosion in Buck Creek.

BEAN BACON ROADLESS AREA

This area north of Halo Lake and including Needle Peak and Neversweat Peak has the potential to supply on the average 8000 board feet/acre as compared to an average of 20,000 board feet/acre for the Idaho Panhandle National Forest. This paltry timer supply taken with poor regeneration has prompted to Forest Service to recommend this area for wilderness classification. The IFMA has ignored that advice. Furthermore, about 8 of the 17 miles of the upper St. Joe River which has been recommended for Wild River classification is contained in this region. Any logs harvested here are likely to go to Superior, Montana forcing Idahoans to relinquish their resources to an adjacent state.

ELIZABETH LAKES

These lakes are one of three high, fragile lake basins in the Mallard Larkins region. They represent a unique resource especially when taken together with Five Lakes Butte and the Pioneer Area Lakes. The Forest Service has recommended the area surrounding these lakes for dispersed recreation. Because there is valuable timber between the lakes and the southern Mallard Larkins Wilderness boundary Elizabeth lakes were not recommended for inclusion in the wilderness. Elizabeth lakes are worthy of wilderness protection and with a small sacrifice of timber could be contiguous with the rest of the Mallard Larkins Wilderness.

SOUTHERN BOUNDARY

This boundry in drawn along section lines making it impossible to locate, unecological and unmanageable. It ought to be redrawn to follow Forest Service Road 249 and 252.

HERITAGE CEDAR GROVE

The Forest Service has recommended this area as well as upper Isabella Creek for Wilderness designation because it represents a lush old growth forest representative of the region in its pristine and untrammelled state. It is worthy of wilderness status because of it's unique character.

Senator McClure. All right. Thank you very much. It will be made part of the record in full.

Jan Wathan.

STATEMENT OF JAN WATHAN, BOUNDARY BACKPACKERS

Ms. Wathan. Governor Andrus, Senator McClure, Representative Craig, in the beginnings of our country, pioneers cut down tremendous hardwood groves and burned all the wood with only economic gain and survival in mind. This was wild country without civilization.

As the country became settled, laws were made to govern the society. Later more laws were made to guarantee good stewardship of the land. In recent decades, our government saw fit to create laws that would insure the purity of our air and water, the health of our country's wild animals, and the productivity and scenic values of our land.

The wilderness act was created to enhance the health of individuals and society and to uphold scenic, ecological, and other values.

In Boundary County, timber harvest had long been accepted as the only important use of the forest when, in the 1970's, the idea was presented that we should set aside some of this forest for recreational, scenic, scientific, and other values protected in the wilderness act.

It is natural and understandable, if unreasonable, that the timber industry should insist that all the forests be harvested.

Wilderness proponents had a simple idea that we could set for other uses than logging less than 3 percent of the counties' timberland in recognition of those important values.

Support within and outside the community grew steadily over the years. Opposition stiffened and we found ourselves with a polarized community. The people who profit from timber sales did not like the federal government mandated forest uses other than logging.

In the State of Idaho, the argument built along similar lines, but on a much larger scale. The 20,000 acres on Long Canyon would be lost in the White Clouds. A series of attempts would be made to learn about the problem, to investigate, solve, find compromises. Enormous amounts of time and energy went into the struggle. Statewide communities were polarized.

Now, finally, two of the most respected leaders in the history of the state of Idaho, Senator McClure and Governor Andrus, who represent, more or less, the two sides of the struggle, have made a tremendous effort and thereby created a fair compromise between their two positions.

The Boundary Backpackers are delighted that Long Canyon and the Selkirk Crest are included in your proposed bill. We thank you. We are also pleased at the recommendation that appropriate state of Idaho land be traded to the federal government to complete the Selkirk Crest.

We understand the compromise proposal and increase in the minimum U.S. Forest Service timber offerings to 40,500,000 board feet. We wonder if it is prudent. We wonder why a 3 percent decrease in timber available requires a 10 percent increase in timber cut from the sustained yield recommended by the U.S. Forest Service. Do you intend to sacrifice all other values of the forest for money?

The phrase, "notwithstanding any other provision of law," concerns us. Does this mean that the laws about keeping a forest healthy, about maintaining strong animal populations, about clean water and air are to be disregarded?

Does this mean we will once again have clearcuts a mile long in our county? Does this mean that the beautiful mountainsides around our homes will be stripped of trees? We will lose some of our fishing streams, some of our elk herds? Who can say?

Have we come full circle? Have we returned to the primitive view that economic gain exceeds all other values? Must we pretend that this is necessary for survival? We hope not. We hope that the timber industry will utilize 97 percent of the forest in Boundary County to produce the maximum possible cut of timber without changing a single law. If we cannot increase the forest harvest without bending laws, we should not do it.

We are truly elated that you have decided that Long Canyon and the Selkirk Crest are worthy of being part of the American wilderness system, yet our elation will be tinged with doubt and worry until we can understand that civilized management of our forest will continue. Thank you.

Senator McClure. Thank you.

Governor Andrus. Senator, if you would permit me to an observation. I recognize and when you start out, there is criticism no matter what you do, but I really thought if there was one place in the State of Idaho where the environmentalists would have thought we would have treated fairly with Long Canyon and Selkirk Crest and the Parker Creek, had not been fair, and I can't help but sit here and smile, and that is not enough.

STATEMENT OF MICHELLE BRITTON, PRESIDENT, PANHANDLE ENVIRONMENTAL LEAGUE

Ms. Britton. Can I ask a question before we get started, where it says notwithstanding any other provisions of law, does that apply to 3,500,000 board feet in the Boundary Ranger District, or does that apply to the entire Panhandle National Forest?

Senator McClure. It applies to that particular ranger district.

Ms. Britton. Okay. That's what I needed to be clear about so there is a bit of one point of my comment that is incorrect.

Senator McClure. I might just explain one other thing because there has been some reference to the relation to that and to the entire Panhandle and the reason that language is there is to make sure the increased cut is in place someplace else.

Ms. Britton. I see. Okay.

My name is Michelle Britton and I represent the Panhandle Environmental League, Sandpoint, Idaho. The first comment I would like to make is that the wilderness issue has been an issue in Idaho, but people are thinking that it would lead to polarization and I just want to compliment the two of you in your leadership in working on a bill without polarizing the state to the extent that it has been in the past. And I think most people have had confidence that you are listening to the points that are being made and I appreciate this panel process that we are having today.

What I will primarily focus on today is on water quality in relationship to the mandated 283,500,000 board feet ASQ mandated under the law. The ongoing debate between the timber industry and environmentalists in the Panhandle is summed up in the two statements below. According to the timber industry, environmentalists worry too much about negative impacts created by logging and road building. In the minds of conservationists, timber companies worry too much about supply.

In the Idaho Panhandle, the two major industries are timber and tourism. The two resources are trees and water, and the fact of life is those two resources are competing in terms of the fact that logging does impact water sheds.

Some facts about the relationship between timber and water in the Idaho Panhandle National Forest, according to the Forest Service, in its draft forest plan, 30 percent of the Idaho Panhandle National Forest is producing sediment at a rate which detracts from fisheries and water shed values. It also acknowledges that road system in the Idaho Panhandle National Forest is only about 30 percent complete.

In the same document, the Forest Service has indicated that fishing demand presently exceeds supply on all the lakes and rivers and some of the streams on the forest. Since 1967, fishing pressure has been increasing at the average rate of 3 to 5 percent per year. During the same period, overall angler success rates have dropped from an average of .5 to less than .1 trout per hour.

Due to more restrictive fishing regulations and decreasing cash rate, fishermen use may level off in the future. The Idaho Fish & Game Department has disputed that point and I guess tourist industry would dispute it and also object to it. The Idaho Fish & Game is currently in the hot seat with anglers for attempting to increase restrictions for catches of cutthroat and rainbow trout on north Idaho lakes.

In summary, the demand on the fishery is increasing. The fishery is in decline in part due to sedimentation on the Idaho Panhandle National Forests. And there are more roads to be built and mountains to clearcut.

The Forest Service has the awesome responsibility of managing the multiple uses of the Idaho Panhandle National Forest including timber and water. Unfortunately, there are several weaknesses in the plan that fail to adequately protect the water resource. The Forest Service didn't include a water monitoring plan, and domestic sources of drinking water are included in the timber base. The water shed analysis failed to account for the cumulative impacts in water sheds of mixed ownership, and water sheds in large drainages, and riparian zones will be logged and the plan fails to insure maintenance as a dependent resource.

Due to my confusion of my opinions related to the wilderness bill, I no longer am appropriate on—well, probably two of the them. The 283,500,000 board foot and annual cut may be excessive that is mandated under the bill. The U.S. Forest Service proposed an ASQ of 280,000,000 board feet in its plan for the Idaho Panhandle National Forest and was determined on a questionable basis.

The ASQ was justified on a 10-year average sell of 260,000,000 board feet and to some degree was arbitrary on the basis of community stability.

On a community stability, the most non-scientific aspect of the Forest Service plan for the Idaho Panhandle National Forest it has no definition, no unit of community, and refers only to the timber stability. A significant bias appears to present itself with this concept in that the timber stability has the only significance to a community with no consideration given to the community stability of the water resource as it relates to the economics of recreation and fisheries.

Because of the mandated annual cut, a legislation has critical importance to the economics of future water quality in the Panhandle National Forest.

A poet, Joe Hinson, at one time wrote the, "develop some of the roadless areas," decisions of the Forest Service would be made just as certain by Congress as the "make some of them wilderness," decisions. Unfortunately, we have neither the technology, the expertise, nor the funding resources to be that certain about timber harvest in roadless areas without significant risk to water quality. Maybe in the next 50-year plan.

[The prepared statement of Ms. Britton follows:]

Panhandle Environmental League

Chapter of the Idaho Conservation League
P.O. Box 963, Sandpoint, Idaho 83864

March 9, 1988

FOR THE PUBLIC RECORD
IDAHO FOREST MANAGEMENT ACT
S. 2055

Senator James McClure
Members, Senate Energy and Natural
Resources Committee
U. S. Senate
Washington, D. C. 20510

Senator McClure and Members, Senate Energy and Natural Resources Committee:

I am writing in my capacity as President of the Panhandle Environemental League of Sandpoint, Idaho, to oppose S. 2055, the Idaho Forest Management Act, as written.

My comments regarding this legislation will be limited to concerns for water quality as they relate to the mandated timber cut for the Idaho Panhandle National Forest (IPNF). Inclusion of a legislated Allowable Sales Quantity (ASQ) that overrides the provisions of other federal laws, most significantly the Clean Water Act and the National Forest Management Act, is an unacceptable entry into a wilderness bill for Idaho.

The ongoing debate between the timber industry and environmentalists in the Panhandle is summed up in the two statements below. According to the timber industry, environmentalists worry too much about negative impacts created by logging and roadbuilding. In the minds of conservationists, timber companies worry too much about supply.

In the Idaho Panhandle, the two major industries are timber and tourism. The two resources connected to those industries are trees and water. The unfortunate dilemma presented for the IPNF is that the economic production of trees into timber negatively impacts the economic use of water for recreation and fisheries.

Some facts about the relationship between timber and water in the IPNF:
-According to the USFS, in its draft forest plan and EIS (1985), 30% of the IPNF is producing sediment at a rate which detracts from fisheries

100% recycled paper

and other watershed values. The USFS also acknowledges that the road system in the IPNF is only about 30% complete.

-In the same document, the USFS has indicated, "Fishing demand presently exceeds supply on all the lakes and rivers and some of the streams on the forest. . . Since 1967, fishing pressure has been increasing at an average rate of three to five percent per year. During the same period, over all angler success rates have dropped from an average of 0.5 to less than 0.1 trout per hour. Due to more restrictive fishing regulations and decreasing catch rate, fisherman use may level off in the future." The Idaho Fish and Game Department (IDFG) has disputed the contention and argues the demand will increase. (Given the recent growth in tourism in the last few years, it is reasonable to conclude that demand will increase.)

-In his report regarding the forest plan, Ed Javorka (1987) indicated that existing trout numbers in the large lakes fed by national forest streams (Priest Lake, Hayden Lake, and Pend Oreille) are at less than 40% of habitat potential. The present populations at 275,000 might be increased to over 1.1 million catchable fish if stream habitat was improved and unused tributaries regained full migratory trout populations. This indicates that this adfluvial fishery is producing only 23% of its biological potential.

-The IDFG is currently in the hotseat with anglers for attempting to increase restrictions for catches of cutthroat and rainbow trout on North Idaho lakes.

In summary, the demand on the fishery is increasing, the fishery is in decline in part due to sedimentation on the IPNF. And there are more roads to be built and mountains to clearcut.

The USFS has the awesome responsibility of managing the multiple uses of the IPNF including timber and water. The tool used for that purpose is the forest plan. Unfortunately, there are several weaknesses in the plan that fail to adequately protect the water resource impacted by road building and timber harvest. Those are:

-The USFS did not include a specific water monitoring plan. (Reportedly, one is being developed.) EPA, IDFG, and the Department of Health and Welfare issued letters concerning the seriousness of this omission.

-Municipal and domestic sources of drinking water are included in the timber base.

-The watershed analysis failed to account for the cumulative impacts in watersheds of mixed ownership, and watersheds in large drainages.

-Riparian zones will be logged and the plan fails to ensure maintenance and enhancement of riparain-dependent resources.

The major concerns for water quality with regard to the Idaho Forest Management Act are listed below.

1. In addition to the flaws in the forest plan specific to water quality, this legislation further weakens the protection of the water resource by mandating a harvest level regardless of the violations to the Clean Water Act and the National Forest Management Act. An ASQ is legislated for the IPNF only.

2. The 283.5 MMBF annual cut may be excessive that is mandated under this bill. The USFS proposed an ASQ of 280 MMBF in its plan for the IPNF and was determined on a questionnable basis. The ASQ was justified on a 10 year average sell of 269 MMBF and to some degree was arbitrary on the basis of "community stability".

   "Community stability"is the most non-scientific aspect of the forest plan for the IPNF. It has no definition, no "unit of community", and refers only to timber stability. A significant bias appears to present itself with this concept in that the timber stability has the only significance to a community with no consideration given to the "community stability"of the water resource as it relates to the economics of recreation and fisheries.

3. The "teeth" of public review is nullified. Therefore, other values and uses in dispute with timber on the IPNF will likely be disregarded.

   In Bonner County, several timber sales have been challenged in recent years by specific communities around Lake Pend Oreille. In 1989, if this bill were passed, citizen efforts to protect non-timber values could be futile.

In this discussion of water quality as it relates to the Idaho Forest Management Act, I have used the word "wilderness" only once. This legislation has critical importance to the economics and future of the water quality in the Panhandle National Forest. In a wilderness bill there should be little question about water quality. Boundaries and areas of wilderness designation are the primary concern. The process of the competing relationship between timber and water needs ongoing evaluation and examination through the forest planning process. That is another debate.

Joe Hinson of the Intermountain Forest Industries Association suggested in the Idahonian News of February 22, 1988: "The 'develop some of the roadless areas' decisions of the Forest Service would be made just as certain by Congress as the 'make some of them wilderness' decisions." Unfortunately, we have neither the technology, the expertise, nor the funding resources to be that certain about timber harvest in roadless areas without significant risk to water quality. Maybe in the next 50 year plan.

Respectfully,

Michelle Britton

Michelle Britton
President
Panhandle Environmental League

Senator McCLURE. Thank you very much. The entire statement will be made part of the record.

Thank you, ladies and gentlemen. I appreciate your statements. As we convene for a brief break for lunch, I am going to request that Tim Mueller, Peter Wilson, Alex Irbey, Jeffery Dwyer, Dolly Hartman, Cliff Schnider, Paul Vogel, Robert Ligeza, Chris Carlson and John Bentley be ready to take their seats at the table.

We will recess for 45 minutes and we will be until 10 minutes to 1.

[Whereupon, a noon recess was taken.]

AFTERNOON SESSION

Senator McCLURE. The meeting will come to order. I see Tim Mueller is already in his place. Peter Wilson, Alex Irbey, Jeffery Dwyer, Dolly Hartman, Cliff Schnider, Paul Vogel, Robert Ligeza, Chris Carlson, Peter Wilson, John Bentley?

As I indicated earlier this morning, with the time we have available and 115 people on the list, we are going to have to move quickly. And I apologize for the necessity to limit any witness. And I do not know how in the world I am going to limit Dolly, but I am going to try. But with that, we will get started, and if we can move quickly, I will call names as the panels take their places at the table. I will call the names of the next eight people on the list who I would ask to come up and take their place up here.

The next will be Art Manley, Lourdes Fuentes-Williams, Richard Schumacker, Robert Hanson, H.C. Studer, Bob Boeh, Joe Dobson, and Velma Gaine. If those people would take seats up here we can move a little more rapidly.

Tim Mueller is the first one up, Tim.

STATEMENT OF TIM A. MUELLER, ST. JOE VALLEY ASSOCIATION

Mr. MUELLER. Thank you, Mr. Chairman. My name is Tim Mueller and I am here today representing St. Joe Valley Association headquartered in St. Maries, Idaho. We cannot support this bill for two reasons. Number one, the mandate to harvest 283,000,000 board feet of timber per year in the Idaho Panhandle Forest is an unsound prescription considering the trend for demand in wood products. And two, the boundaries as drawn for wilderness in the Mallard Larkins roadless area will sequester forever one of the prime commercial timber areas so critical to the economic future of St. Maries.

Let me give you some hard facts to help your understanding of the problem. In 1987, we consumed 50,000,000,000 board feet of lumber in the U.S., a new record. And, therefore, we cannot accept the statutory imposed 283,000,000 board foot harvest per year in the Idaho Panhandle Forest. For the potential yield of that forest to grow timber is 374,000,000 board feet per year. We cannot grow as an industry in St. Maries or respond to record-setting consumption levels in this country when we set harvest levels by statute in a National Forest where that clearly—that harvest level is clearly 150,000,000 to 200,000,000 feet below the forest's biological capability to grow wood products.

And let us talk for a moment about Mallard Larkins. Our association was able to determine that the Forest Service did not peruse or inventory ever the Mallard Larkins wilderness area, but our association however, has perused the Mallard Larkins, Mr. Chairman, and find the area to contain approximately 3,600,000,000 board feet of commercial timber.

We estimate that this bill's Mallard Larkins boundaries would lock up 1,700,000 board feet of that commercial timber.

The Forest Service has told us that if the bill becomes law, the immediate impact on the Clearwater and St. Joe National Forest's allowable sales quantity will be a drop of 23,000,000 feet.

Now, I will just close with this. It seems to us, Mr. Chairman, that in a country where we are consuming 50,000,000,000 of soft wood lumber per year and where we expect future demand to far exceed current levels, we ought not continue adopting policies, either through forest plans or by statute, that preclude growth in the industry or that lock up the badly needed commercial forest land in our national forest system.

Thank you.

Senator McClure. Thank you very much. The entire statement will be placed in the record.

[The prepared statement of Mr. Mueller follows:]

TESTIMONY OF TIM A. MUELLER
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS
AND FORESTS
OF THE
UNITED STATES SENATE COMMITTEE FOR ENERGY
AND NATIONAL RESOURCES
SENATE BILL 2055

Mr. Chairman:

My name is Tim A. Mueller. I am president and co-owner of Edwards Forest Industries, Inc. We have two sawmills in North Idaho. We employ approximately 140 people, and we produce about 70 million board feet of lumber per year. I am here today representing the St. Joe Valley Association, headquartered in St. Maries, Idaho. Our group is not an industry association but rather an association of about 500 constituents in and around St. Maries, Idaho, who both work and play in our forests. The association has been involved in federal land controversies since 1972.

We do not support this legislation although, Mr. Chairman, we sincerely thank you once again for a gallant effort to solve Idaho's roadless area problem.

We cannot support this bill for two reasons. First, the mandate to harvest 283 million board foot per year in the Idaho Panhandle Forest is an unsound prescription considering the trend for demand in wood products and also considering the Panhandle Forest's biological capability to grow timber. And second, the boundaries as drawn for wilderness in the Mallard-Larkin roadless area will sequester forever one of the prime commercial timber areas so critical to the economic future of St. Maries, Idaho.

Before I address the aforementioned reasons, let me give you some hard facts to help your understanding of the problem. In 1986, the consumption of softwood lumber in the United States set an all-time record of 46 billion board feet. Centered around this consumption were new housing starts of 1.8 million units. To everyone's dismay, 1987 shattered 1986's consumption record. In 1987, we consumed 50 billion board feet of lumber in the United States. A new record. And, we only built slightly less than 1.6 million new houses.

In 1987, Canada and the United States together produced 63 billion board feet of lumber. This, Mr. Chairman, was the first time in history that together we reached 60 billion board feet.

The 63 billion board feet was consumed as follows:

5 billion - offshore exports
8 billion - consumed in Canada
50 billion - consumed in United States

With these figures in mind, let me explain why we, therefore, cannot accept a 283 million board foot harvest per year in the Panhandle Forest. In September of 1987, the Idaho Panhandle National Forest produced the long-awaited Forest Plan. The Plan has serious flaws, but perhaps the most astonishing and devastating flaw is that the harvest level was set at 285 million board feet per year for the next decade. 30 million board feet of this total will be in the non-sawlog component. Mr. Chairman, this plan also states that the potential yield of the forest is 374 million board feet per year.

The St. Joe Valley Association hired Dr. Phil Tedder to review the Plan, particularly where timber volumes were concerned. The results of this review were quite sobering. Mr. Tedder writes, "Overall, I found the Idaho Panhandle National Forest to be a great deal more deceptive than other plans that I have reviewed". And, "1. Timber yield tables (were) 50 to 60 percent lower than yields previously estimated for the area using the same growth and yield model 'PROGNOSIS'". (Mr. Chairman, Dr. Tedder's full report can be found in our Notice of Appeal and Statement of Reasons filed against the Plan on January 8, 1988. I would ask that the full aforementioned document be included in the record.) The point is, that Dr. Tedder disagrees with the Plan's level of harvest when set at 280 million board feet. The scientific rationale used to determine this level of harvest we feel was conceived and adopted illegally.

This bill, as presented, Mr. Chairman, rubber stamps the shoddy and ill-conceived work product of the Idaho Panhandle National Forest Final Plan. We cannot grow as an industry in St. Maries or respond to record-setting consumption levels in this country as mentioned earlier when we set harvest levels by statute in a national forest where that harvest level is clearly 150 to 200 million feet below the Forest's biological capability to grow wood products.

Now, let's talk about the Mallard-Larkin. The Mallard-Larkin roadless area, Mr. Chairman, is a RARE II inventioned roadless area consisting of 279,000 acres lying about 50 air miles from St. Maries, Idaho. The area contains large volumes of commercial forest land and generally lies below the 5000' level.

For a moment, refer again to the Idaho Panhandle National Forest Plan. After the Final Plan was issued, our Association was able to determine that no timber inventory was done for the Mallard-Larkin Roadless Area. In a letter written to me, Mr. Chairman, the Forest Service admitted this fact when they wrote..."we did not (unfortunately) break out individual roadless areas when we were doing our Forest Plan analysis...most everyone on the forest who has worked with our timber figures for the Forest Plan feels uncomfortable with the numbers used for RARE II...the only stated figure for timber for Mallard-Larkin we have is an estimate for standing volume of 1.4 mmbf...it is all speculative, however...". It is inconceivable to us in St. Maries that within the Plan the Forest Service would recommend 145,000 acres of the 279,000 acres for wilderness when they did not know how much commercial timber they were locking up. Our Association has cruised the Mallard-Larkins, Mr. Chairman, and find the area to contain approximately 3.6 billion board feet of commercial timber (not the 1.4 million board feet as estimated by the Forest Service). We estimate that in the IPNF Plan's proposed wilderness area there is approximately 1.5 billion board feet of timber. Again, this Senate bill, as written, would rubber stamp the Forest Service's glaring error in the Mallard-Larkins. In fact, it makes it worse. We estimate, Mr. Chairman, that this bill's Mallard Larkins boundaries would lock up 1.7 billion board feet of commercial timber. The Forest Service has estimated that if the bill becomes law, the immediate impact on the Clearwater and St. Joe National Forest's Allowable Sales

Quantity will be a drop of 23 million feet per year and a drop in the future Allowable Sale Quantity of 77.6 million feet per year. In addition, we have been told that the area withdrawn in and around Vanderbilt Creek and Chamberlain Mountain could reduce the Allowable Sale Quantity by as much as a 12 million board feet per year.

I know my time is expired, and I will close with this. It seems to us, Mr. Chairman, that in a country where we are consuming 50 billion board feet of lumber per year, and where we expect future demand to far exceed current levels, we ought not to continue adopting policies, either through Forest Plans or by statute, that preclude growth in the industry or that lock up the badly needed commercial forest land in our National Forest system. Thank you.

Mr. **Mueller**. Mr. Chairman, in my statement, I refer to the St. Joe Valley Association's appeal of the Forest Plan, particularly Dr. Tedder's report, which is in here and I would like to submit it.

Senator **McClure**. It will become part of the committee file.

Peter Wilson.

Let me call on Alex Irby while you are coming up and find a seat at one of the tables.

STATEMENT OF ALEX IRBY, OROFINO CITIZEN'S GROUP

Mr. **Irby**. Thank you, Mr. Chairman. My name is Alex Irby, resource manager for Konkolville Lumber Company of Orofino, Idaho. Konkolville Lumber Company is a family corporation that has been in the forest products business in Clearwater County since 1947. Approximately 129 people are employed by the Lumber Company and its subsidiaries with an annual payroll of between $1,750,000 and $2,000,000. The majority of this money stays in Orofino, which is a town of about 4,000 people. Maybe that's a little optimistic, it is probably closer to 3,600.

Don Konkol, president and general manager of Konkolville Lumber reported on August 22, 1986, before the Senate Appropriations Subcommittee on Interior at the hearings being held in Grangeville, Idaho, that the Lumber Company had just lost money for the fifth consecutive year and the Lumber Company could not survive another year. I am happy to report that this did not happen. We have just completed our second profit making year.

The biggest reason for improvement in the company's success was in trade agreements with Canada. These were accomplished by the leadership from the Idaho Congressional Delegation and industries determination. I thank you gentlemen that led this battle.

This brings me to the reason for my testifying today. While I recognize and appreciate the time and effort put into the wilderness bill, I believe that it was not necessary to include more wilderness acres in the Clearwater Forest area. But in doing so, it jeopardizes proper management on large tracts of lands.

If the Clearwater planners had implemented a 200,000,000 board foot annual cut, which was within their guidelines, a more stable timber supply would have been achieved. Instead, an ASQ of 150,000,000 board feet was decided upon. This is wrong, and if you will note this in your record, the actual final plan was 163.

But the reason I leave this in here, by reducing, with the wilderness plan, by reducing the 50,000 timbered acres, we are losing the 12,000,000 feet, which will reduce it back to around 150,000,000 board feet.

It is often said that the elk and fisheries habitat will be destroyed if more wilderness is not added, but in fact, if the 200,000,000 board foot annual cut could have been instituted, it would have provided a 34 percent increase in the size of the elk herd in the first ten years of the plan.

Over the next 15 decades, cutting timber on winter range would have produced more potential elk forage than burning. Timber and elk should be considered twin crops. Roads can be closed where needed to protect wildlife from undue harassment——

Senator **McClure**. I hate to interrupt, but your time has expired. Your entire statement will be made a part of the record.

Mr. **Irby**. Thank you, Senator.

[The prepared statement of Mr. Irby follows:]

Konkolville
Lumber Company Inc

P.O. BOX 1208
OROFINO, IDAHO 83544
(208) 476-4597

Statement of Alex Irby
Konkolville Lumber Company
Before the Wilderness Bill Committee
Coeur d'Alene, Idaho
March 12, 1988

I am Alex Irby, Resource Manager, for Konkolville Lumber Co. of Orofino, Idaho. This is a family corporation that has been in the forest products business in Clearwater County since 1947. Approximately 129 people are employed by the lumber company and its sub-sidiaries with an annual payroll of between $1,750,000 and $2,000,000. The majority of this money stays in Orofino, which is a town of about 4,000 people.

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were accomplished by the leadership from the Idaho Congessional delegation and industries determination.

This brings me to the reason for my testifying today. While I recognize and appreciate the time and effort put into the Wilderness Bill, I believe that it was not necessary to include more wilderness acres in the Clearwater forest area. But in doing so, it jeopardizes proper management on large tracts of lands. If the Clearwater planners had implemented a 200 mbf annual cut, which was within their guide lines, a more stable timber supply would have been achieved. Instead an A.S.Q. of 150 mbf was decided upon. Now with the new Wilderness Bill, 50,000 more timbered acres are being deducted and the Fly Hill connection road is being eliminated, which would access even more timber land, thus reducing the A.S.Q. even more.

It is often said that the elk and fisheries habitat will be destroyed if more wilderness is not added, but in fact, if the 200 mbf annual cut would have been instituted, it would have provided a 34% increase in the size of the elk herd in the first 10 years of the plan. Over the next 15 decades, cutting timber on winter range would have produced more potential elk forage than burning. Timber and elk should be considered twin crops. Roads can be closed where needed to protect wildlife from undue harassement during critical times of the year and complete closures when timber harvesting is complete. Fisheries can be expected to excel also with proper management techniqes.

The present plan calls for many uses on the forest, and for many years we called this Multiple Use and of course we still should.

I do not believe that specific enough language was used in the Wilderness Bill to adequately identify the roadless areas as to the use and consequently, the forest plan will never be properly implemented.

Konkolville Lumber Company is proud to have been an intricate part of the Orofino community for the past 41 years and would like to continue for the next 40 years. If current trends continue, I am uncertain of the possibilities of that happening.

Alex Irby
Resource Manager
Konkolville Lumber Company, Inc.
P.O.Box 1208
Orofino, Idaho 83544

Senator McClure. Thank you. Pete, are you ready?

STATEMENT OF PETER WILSON, BONNERS FERRY CHAMBER OF COMMERCE

Mr. Wilson. Thank you, Senator. I apologize for my voice. I have a cold. This is a summary of the printed remarks of the Bonners Ferry Chamber of Commerce.

Senator McClure. The entire statement will be made a part of the record.

Mr. Wilson. Thank you, Senator. Just to summarize, in a recent paper, Senator, you asked us to think about what we can give. We can ask, what more can Boundary County give? We have given grizzly bear habitat, we have given caribou habitat. We have now given more wilderness acres than was ever asked for. We have given away recreational areas for special use recreation. All we have left to give are two sawmills.

In five years at the end of the first phase of the forest plan, probably you will get those. In the last three days, has anyone offered to give us anything in return?

From your bill, we need an amendment. The extra acres back from your wilderness area. We need areas in the wilderness boundaries for other recreational uses such as snowmobiling and off-road biking.

We need, and particularly this, we need the 40.5 made permanent. We have a 45—40.5 made permanent. Perhaps the community can survive.

And finally, we need, in lieu of tax dollars for land taken away for the wilderness areas in order that county and local governments can survive.

Senator, we believe, Senator and Governor Andrus have acted in a sincere and serious manner trying to do their best.

In conclusion, let me analyze the situation to Abraham, you and Governor Andrus; and his son, us. You have received the call that some sacrifice be made, and apparently Boundary County has been chosen.

You have placed us upon the altar. There still is time. We can only pray that like Abraham did with his son at the last moment, spare us.

[The prepared statement of Mr. Wilson follows:]

BONNERS FERRY CHAMBER OF COMMERCE

Senator McClure and Committee Members:

Thank you for allowing this testimony on behalf of the Bonners Ferry Chamber of Commerce.

You and Governor Andrus are to be commended for the strenuous effort that you have expended on behalf of the people of the State of Idaho and of the Nation as a whole in this most difficult task of solving the Wilderness issue within the state. You two have handled this matter not as politicians, but as statesmen. Yet, as you both have anticipated, your plan has been criticized, sometimes bitterly, by all sides in the controversy. That is to be expected.

Unfortunately, you both have been personally villified and criticized by many ardent advocates of a given position. This is unfortunate. Please accept our apology for the conduct of those Idahoans that have partaken of such action.

The Bonners Ferry Chamber of Commerce desires only to discuss that portion of your plan as it pertains to the Bonners Ferry District. We will criticize it, but let us hasten to assure you that the criticism is directed to what we feel are weaknesses in the plan---and, hopefully, to suggest what you may find to be acceptable alternatives.

We believe that the concept you evolved for the handling of the problem in the Bonners Ferry District is excellent.

Presently the Bonners Ferry District is faced with a Forest Plan that will have a heavy adverse impact on the economic well-being of the people of Bonners Ferry and Boundary County. The main reason for this is that the agencies that control the federal ground have become locked into stereotyped thinking that, by its nature, prohibits innovative thinking.

Your concept that defines the wilderness area and then ties it to provisions that other lands must first be looked at for economic benefits for the local citizens will force a more broadminded approach from those agencies that must enforce your plan.

Also, we note that of all the agencies and all of the special interests that have suggested plans for the Bonners Ferry District, yours and only yours has given serious consideration for the well-being of the people that live and work in that District. Everyone else has either ignored that problem or simply lumped the issues into one controversy---Perservationist vs. Timber Baron. The media has then blown that view so far out of proportion that the true problems have become totally obscured. The concept of multiple use has been lost. Idaho is fortunate, indeed, to have elected officials who can discern the wheat from the chaff.

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Nevertheless, for all your good effort, we find defects in the plan which we feel certain were simply overlooked due to the magnitude of your job. Please permit us to discuss them in specifics.

1. Wilderness Area: We recognize that the creation of the Selkirk Wilderness is a political decision. We know that Long Canyon as "Wilderness" has been a rabid cry of many even in the face of comments from as astute a preservationist as Rupert Cutler that the size and shape of the area does not justify it to be a Wilderness tract. We understand that, even though the present State-Federal cooperative agreement has never received one word of criticism, nevertheless politics must have its day, and its way. That is simply one facet of life in these United States.

However, we believe the area given is unduly large. So far as we know, no public demand has ever asked for the amount of territory you are assigning to that piece of Wilderness.

We suggest that the 4,400 acres that you have added to that asked for in prior plans should be removed and placed in the special management area. The reason is two-fold. First, no one asked for it. Second, it would provide more acres to the base, and thereby make it even more difficult for the agencies to complain about your new approach.

We also suggest that either the Long Canyon drainage or the Parker Creek drainage should be removed from the Wilderness assignment. Senator McClure, as you will recall, no one, and especially no preservationist, had ever thought of placing Parker Creek in Wilderness before your 1984 hearing. The Bonners Ferry Chamber of Commerce, through its Environmental Balance Committee, made this suggestion at that time. You will recall that Bob Graham explained it by showing it was the drainage that needed the protection, not Long Canyon. Thus, we suggested it replace Long Canyon in the Wilderness Plan. Instead of either rejecting or adopting our recommendation, your plan now has absorbed Parker Creek so that both drainages are in Wilderness. We suggest one be removed; again, for the reasons that both are not needed on the one hand, while, on the other hand, the timber base will be increased.

Furthermore, the well-being of local public governments can be damaged by the creation of the Wilderness. If there must be Wilderness for the few; then the local schools and the county government should be protected. Therefore, we respectfully request that your bill be amended to require the federal government to pay to local governments money in lieu of taxes. The formula should be based on market value

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of the total Wilderness area based on its highest and best economic use if it were not Wilderness.

We also note with interest the proposed state land exchange. The bill should be amended to provide that any such exchange would be with federal lands in Boundary County.

2. Recreation: We believe that multiple-use recreation has, unfortunately, been overlooked in the Plan. While the 50-60 people a year from around the nation who will backpack into the 92,000 acres are being well-cared for, it seems that the hundreds, and perhaps thousands, of Inland Empire recreationists may have been slighted. Under the present State-Federal cooperative agreement, this area is open to those who can get there; whether they walk, ride horseback, use trail bikes or use snowmobiles. Once Wilderness, the snowmobilers will lose access to places like Hunt Peak and Harrison Lake. Leaving those areas out of Wilderness will impove local use, and not harm those that like to backpack. As one local citizen that likes to backpack put it, "When I backpack, I stay on the trail, and the Long Canyon trail keeps me in the bottom of the draw for miles without a view out."

Allowing multiple-use recreation will not only please more citizens, but will add income to the local economy.

3. 40.5 MMBF: You have received much criticism of the plan for a firm and fixed annual cut. This criticism has been well-orchestrated in the media. That criticisim is misplaced. It is time that people, and governmental agencies, recognize that the welfare of all the people of the United States, even the little band living in Boundary County, must come first in the thinking of our government. I am certain that Governor Andrus, as well as you, would agree that the late President Franklin D. Roosevelt would be appalled to find that all plans, except this one, fail to seriously take that issue into consideration. Such failure should constitute a waiver of any objection to that part of a plan that does consider such an issue.

However, your bill does not go far enough. While the preservationists contend that this proposal is bad, this callousness only emphasizes their utter lack of concern for other human beings. The proposal, as we read it, only lasts for the first planning period. This planning period is only a few years. Some of those years have already expired. By the time the final appeal is heard on the case the preservationists most certainly will file, most of the time in the first planning period will have elapsed.

As stated above, we believe your bill does not go far enough. It is for that very reason of the time constraint. You have given the preservationists two Wilderness areas in Boundary County, totaling 92,000 acres. This is an in perpetuity creation (or until a future Congress changes it, which amounts to about the same thing). At the same time, you have given the people of Boundary County some protection, but limited that protection to just a few years. You should not submit us to the whims of federal bureaucrats that soon. It is because of their insensitive action that you had to take this particular action in the first place. We need this protection on a permanent basis, and therefore we request that on page 9 of the bill, at lines 18 and 20 the phrase "first planning period" be deleted.

We have heard the arguments that this will adversely impact the habitat areas, the water quality for water creatures and the like. These arguments do not hold water. They are based upon the premise that the present agency schemes for endangered species and water quality are correct. There is no tested evidence that either this is so; or, if so, that another scheme, such as allowing man and beast to live together, will not work. No existing biologist proposal of a bureaucratic agency has been first submitted to public scrutiny. Until this is done, all of these proposals are suspect.

Senator McClure, last Sunday, I drove to Good Grief, Idaho (you and Governor Andrus know the location), on U. S. #95. I turned off on a gravelled county road that parallels the beautiful Moyie River. This 62 year old man had his 17 month old grandson with him. There are numerous homes and private lots along the river. Within one-half mile we came upon five elk. We stopped. The elk viewed us and we viewed the elk. We then drove on. Within another one-half mile we came upon a herd of 19 deer. This was the area that was earlier in a federal bureaucratic scheme to be locked up as a wild and scenic river. With your help we stopped the program. The river is still wild. It is still scenic. The wildlife, obviously, is doing great. And, it is still possible for a 62 year old man to personally take his grandson to see it.

No further evidence is needed to establish that by allowing the local people to survive and have good local recreation uses, we can still have Wilderness, abundant wildlife and wonderful public recreation.

Very truly yours,

Peter B. Wilson, Chairman
Environmental Balance Committee
of the Bonners Ferry Chamber
of Commerce

Senator McCLURE. Thank you.
We will hear from Jeff Dwyer.

STATEMENT OF JEFFERY R. DWYER

Mr. DWYER. In my relatively brief experience as an earth cohabitator, I have witnessed the dereliction and destruction of our beloved planet and related stress on the environment. That is in direct proportion, relative to the population factors of we, the people of earth.

In my views, population and pollution are the two greatest problems of our age. And pollution is a function of population increase. The time has come that we identify with our roles and responsibilities as cohabitators of earth. Right now, at this moment in history, there is no issue of more importance to the physical quality of life for all earth's species than the condition of our environment and the status of all our natural resources: air, water, soil, minerals, scenic beauty, wild life habitat, forests, lakes, rivers, oceans, wilderness, and man's spirit.

Thomas Jefferson stated that no one generation has the right to encroach upon another generation's freedom.

Well, sir, my generation's right to know the freedom of wilderness is receding very quickly, as is our wilderness. Natural wilderness is a factor for world stability, not some remote place inimical to the human being. It is strange how wilderness has been so long a place to fear to many men and so something to hate and destroy. Wilderness is not remote or indifferent, but an active ingredient necessary for maintaining a habitable world, although the cooperation is unconscious, we are conscious of what we are doing and capable of forecasting the consequences.

One of our most immediate problems is how to keep up with the impact of environmental pollution. In recent times, the total amount and complexity of toxic pollutants in the environment has increased dramatically. Air pollution is responsible for tremendous loss of tree growth and changes in the structure and function of forest ecosystems. Trees are eliminated first by low dosages of pollutants. As duration of exposure increases, tall shrubs are eliminated, followed by lower shrubs, herbs, and then mosses and lichens.

I suggest to you this year we have an opportunity unprecedented in this decade to define and prepare an entirely new national environmental agenda, whose priorities will be to educate the people about the critical importance of our federal public lands and resources so they will understand that only by protecting our natural inheritance will we preserve the quality of life here on earth.

[The prepared statement of Mr. Dwyer follows:]

Personal Testimony of:

Jeffery R. Dwyer
8530 Rapid lightning Creek Rd.
Sandpoint, Idaho 83864

in response to the proposed Idaho wilderness proposal by Senator McLure and Govenor Andrus.

March 12, 1988

MARCH 12, 1988

ALTHOUGH I AM DISSAPOINTED WITH THE LEGISLATIVE PROCESS THAT YOU EMPLOY, I CONSIDER IT AN HONOR AND A PRIVELEDGE TO BE HERE WITH YOU TODAY SENATOR MC CLURE. I AM PRESENT NOW TO TESTIFY ON BEHALF OF OUR PLANET;A LIVING BREATHING, LOVING AND VERY GENEROUS MOTHER EARTH. LET US REFLECT FOR A WHILE AND IDENTIFY WITH WHO, WHAT AND WHERE WE ARE. AS EARTH INHABITANTS, WE ARE BLESSED WITH LIFE IN HUMAN FORM HERE ON EARTH. WE ARE BLESSED TO BE. STANDING ON THE THRESHOLD OF HEAVEN. BLESSED WITH TRUE, GENTLE, LOVING HUMAN SPIRIT WHICH HAS ENABLED US TO CREATE, THROUGH WHICH WE HAVE ADOPTED SUCH TRAITS OF IGNORANCE AND ARROGANCE THAT PROVOKE US TO DESTROY. I, IN MY RELATIVELY BRIEF EXPERIENCE AS AN EARTH CO-HABITATER, AM WITNESS TO THE DERELICTION AND DESTRUCTION OF OUR BELOVED PLANET AND RELATED STRESS ON THE ENVIRONMENT THAT IS IN DIRECT PROPORTIONS, RELATIVE TO THE POPULATION FACTORS OF WE THE PEOPLE OF EARTH. IN MY VIEW POPULATION AND POLLUTION ARE THE TWO GREATEST PROBLEMS OF OUR AGE, AND POLLUTION IS A FUNCTION OF POPULATION INCREASE. THE TIME HAS COME THAT WE IDENTIFY WITH OUR ROLES AND RESPOSIBILITIES AS CO-HABITATORS OF EARTH.
SURELY YOU ARE AWARE OF THE ENVELOPING CHARACTER OF ADVANCED TECHNOLOGY AND THE CHOKING SIDE AFFECTS OF POLLUTION. POLLUTION YOU SEE HAS ENTERED INTO THE WILDERNESSES OF THE PLANET, AND IS A FUNCTION OF THE TECHNOLOGICAL EXPONENTIAL WHICH IS THE DANGER OF ENVELOPING US. THE EFFECTS OF AIR POLLUTION ON EARTH ARE VERY DETRIMENTAL TO OUR BASIC LIFE-SUPPORT SYSTEMS, AS SO MUCH OF IT IS INVISIBLE, AND SOME DEPLORABLE EFFECTS ARE DELAYED OR APPAERANT ONLY AFTER ECOLOGICAL EQUILIBRIA HAVE BEEN UPSET. OUT OF SIGHT, OUT OF MIND, CAN BE DANGEROUS BECAUSE POLLUTION HAS INSIDIOUS EFFECTS ON HUMAN HEALTH, AND ON THE PERSISTENCE OF ECOSYSTEMS THAT HAVE AN UNFORSEEN FUNCTION IN MAINTAINING LIFE AND PURIFYING ENVIRONMENTS. IF SUCH UPSETS ARE IRREVERSIBLE, IMPOVERISHMENT OF OUR PLANET HAS TAKEN PLACE. WE ARE CONTINUALLY PRESSURED GLOBALLY BY THE POLLUTION AND POPULATION PROBLEMS. THE QUESTION IS WHETHER THEY ARE GOING TO SHRINK OUR LIVES TO A CONDITION OF LIFE IN DEATH, OR DO WE LOOK OUTWARD AND PROCLAIM THAT WE LIVE ON A BEAUTIFUL PLANET OF WHICH WE BELEIVE AND WHICH WE INTEND TO MAINTAIN WITH OUR TRUE GENTLE LOVING SPIRIT. REALIZING THAT WE ARE CRUISING THROUGH SPACE ON THE MOST SPECTACULAR SPACESHIP EVER DESIGNED, COMPLETE WITH SELF-REGULATING LIFE-SUPPORT SYSTEMS, NEEDING NOT MANAGEMENT FROM MAN, REQUIRING ONLY RESPECT. WE AS HUMANS ARE LIKE A CANCEROUS GROWTH UPON THE FACE OF MOTHER EARTH.

RIGHT NOW AT THIS MOMENT IN HISTORY, THERE IS NO ISSUE OF MORE IMPORTANCE TO THE PHYSICAL QUALITY OF LIFE FOR ALL EARTH SPECIES, THAN THE CONDITION OF OUR ENVIRONMENT AND THE STATUS OF ALL OUR NATURAL RESOURCES,-- AIR, WATER, SOIL, MINERALS, SCENIC BEAUTY,WILDLIFE HABITAT, FORESTS, LAKES, RIVERS, OCEANS, WILDERNESS, AND MAN'S SPIRIT.

THOMAS JEFFERSON STATED THAT" NO ONE GENERATION HAS A RIGHT TO ENROACH UPON ANOTHER GENERATIONS FREEDOM. WELL, SIR, MY GENERATIONS RIGHT TO KNOW THE FREEDOM OF WILDERNESS IS RECEDING VERY QUICKLY, AS IS OUR WILDERNESSES. NATURAL WILDERNESS IS A FACTOR FOR WORLD STABILITY, NOT SOME REMOTE PLACE INNIMICAL TO THE HUMAN BEING. IT IS STRANGE HOW WILDERNESS HAS BEEN SO LONG A PLACE TO FEAR TO MANY MEN AND SO SOMETHING TO HATE AND DESTROY. WILDERNESS IS NOT REMOTE OR INDIFFERENT, BUT AN ACTIVE INGREDIENT FOR NECESSARY FOR MAINTAINING A HABITABLE WORLD, ALTHOGH THE CO-OPERATION IS UNCONSCIOUS, WE ARE CONSCIOUS OF WHAT WE ARE DOING AND CAPABLE OF FORCASTING THE CONSEQUENCES.

- PRAGMATIC MAN TYPIFIED BY TOO MANY OF OUR POLITICAL LEADERS AND THOSE CONSIDRED TO HAVE THEIR FEET PLANTED FIRMLY ON THE GROUND, HAS HAD HIS HEAD IN SOME WORLD OF ILLUSION OF HIS OWN MAKING. WHAT'S THE USE, HE ASKS, OF ALL THAT FOREST IF IT CANNOT BE BROUGHT TO THE SERVICE OF MAN? THE ANSWER IS THAT IT IS ALREADY IN THE SERVICE OF MAN IF HE IS WILLING TO ACCEPT FELLOWSHIP WITH THE WORLD OF NATURE. THE FOREST IS GENEROUS; IT CAN SPARE THE PEOPLE SOME TREES FOR THEIR TIMBER, AND ALL THE TIME THE SILENT FOREST IS BUSY GIVING US OUR OXYGEN TAKING AWAY THE SURPLUS CARBON DIOXIDE, AND FILLING IN AS A NATURAL ALL-PURPOSE AIR AND WATER PURIFICATION SYSTEM. EVEN VISUALLY, TREES ARE BEAUTIFUL AND STRESS RELIEVING, AND IN THEIR SILENCE THEY SHOW US THE WAY OF PEACE. THE OAK DOES NOT TELL THE ALDER TO MOVE OVER, THE ALDER DOES NOT TELL THE OAK TO MOVE OVER, THEY ALL STAND TOGETHER WITH THIER ARMS STRETCHED UP TO THE HEAVENS GIVING SUPPORT TO EACH OTHER. THIER ONLY VOICE IS THE WIND; THEY HAVE NO VOTE AND ARE DEFENSLESS AGAINST YOUR MIGHTY BULLDOZERS. THE PRACTICAL MAN (HE WHO COULD BE DEPENDED UPON TO REPEAT THE MISTAKES OF HIS ANCESTORS) WOULD LIKE TO REMOVE WHAT IS THE NATIONS HERITAGE AND NATURES IMMUNE SYSTEM TO ALLOW EASIER PASSAGE OF SOME MECHANICAL MOLOCH.

WE CAN ADMIT THAT THE ENVIRONMENT WE HAVE INHERITED AND WHICH WE ARE STILL FASHIONING, CAN BE SO FAR IMPROVED THAT A HIGHER DENSITY OF POPULATION THAN THAT OF PRESENT, WILL FIND THIS PLANET A MORE SATISFYING PLACE TO LIVE.

MORE PEOPLE LIVE IN CONDITIONS WHICH IF THEY REFLECT, CANNOT BE CALLED HOME AS THEY WOULD WISH IT. HOME, THAT LOVELY, WARM SECURE SANCTUARY UNDERSTOOD BY MOST RACES PARTICULARLY BY THOSE FOLK WHO HAVE A SENSE OF PLACE. OIKOS, THE GREEKS CALLED IT, AND WE HAVE MADE THE ROOT THE BASIS OF OUR WORDS, ECOLOGY AND ECONOMICS. ECOLOGY BEING THE SCIENCE OF THE ORGANISM IN RELATION TO ITS WHOLE ENVIRONMENT, IN RELATION TO OTHER ORGANISMS OF DIFFERENT SPECIES, AND TO THOSE OF ITS OWN KIND. ECONOMICS BEING A SOCIAL SCIENCE CONCERNED WITH DESCRIPTION AND ANALYSIS OF THE PRODUCTION, DISTRIBUTION, AND CONSUMPTION OF GOODS AND SERVICES. THESE TWO FIELDS, ECOLOGY AND ECONOMICS, PRESENTLY SO FAR APART IN OUTLOOK MUST MEET IN THE MIDDLE THAT BEING ECONOMICAL, OR OPERATING WITH LITTLE WASTE. THE ECONOMIC FACTOR LOOMS SO LARGE THAT PEOPLE IN POWER USE IT AS IF IT WERE SOME POWERFUL LEVER TO JUSTIFY THEIR ACTS OF DESECRATION TO OUR PLANET AND ALL ITS INHABITANTS. THE ECONOMIC FACTOR HAS GAINED SUCH IMMENSE POWER AS ALMOST TO DICTATE A TRUNCATED EXISTENCE FOR THE MANY. THIS IS CALLED THE GREATEST GOOD FOR THE GEATEST NUMBER. THE GOOD LIFE, THAT WHICH WE ALL SEEK, NOT TO BE CONFUSED WITH THE GROSS NATIONAL PRODUCT, FOR A LARGER PROPORTION OF THE POPULATION OF ANY COUNTRY IS NOT AN ILLUSION BUT AN IDEAL CAPABLE OF BEING ACHEIVED.

WHEN WE SAY THAT "WE NEVER HAD IT SO GOOD", COULD WE NOT ALSO SEE THAT WE DO NOT REALLY HAVE IT SO GOOD AND THAT IT COULD BE MUCH BETTER? THE ART OF CONSERVATION STEMS FROM THE SCIENCE OF ECOLOGY, A DELIGHT IN KNOWING HOW NATURE WORKS AND A LOVE OF BEAUTY, WHICH MAY OR MAY NOT BE CONSCIOUS. IT IS ONE OF THE UNFORTUNATE PARADOXES THAT A CONSCIOUS SENSE OF CONSERVATION SEEMS TO COME ONLY AFTER A LONG PERIOD OF DEVESTATION HAS MADE THE NEED APPEARANT. WE REALLY OUGHT TO BE ABLE TO DO BETTER THAN THAT.

AS THE AMERICAN ECOLOGIST ALDO LEOPOLD SAID: THAT LAND IS A COMMUNITY IS A BASIC CONCEPT OF ECOLOGY, BUT THAT LAND IS TO BE LOVED AND RESPECTED IS AN

EXTENSION OF ETHICS...WE ABUSE LAND BECAUSE WE REGARD IT AS A COMMODITY BELONGING TO US, WHEN WE SEE LAND AS A COMMUNITY TO WHICH WE BELONG, WE MAY BEGIN TO USE IT WITH LOVE AND RESPECT.

THE UNJUST DESECRATION TO THE LAND OF OUR FOREFATHERS NOW DECENDED UNTO THE THIRD AND FORTH GENERATION WAS LARGELY THE CONSEQUENCE OF IGNORANCE. WE ARE IGNORANT NO MORE. SCIENCE ENABLES US TO OBSERVE OURSELVES AND OUR ENVIRONMENT WITH A MUCH BROADER SCOPE. ECOLOGY IS CONCERNED WITH CAUSES AND CONSEQUENCES OF OUR IGNORANCE ON A BROAD FRONT. SCIENCE AS OUR PERCEPTION OF THE NATURAL LAWS OF THE UNIVERSE WHICH WE ARE STILL DESCOVERING, IS THE BASIS ON WHICH TECHNOLOGY ADVANCES. TECHNOLOGY IS NOT SCIENCE BUT THE APPLICATION OF SCIENTIFIC PRINCIPLES TO PHYSICAL PROBLEMS, VERY MUCH MAN CENTERED. TECHNOLOGY IS MUCH EASIER TO UNDERSTAND THAN IS SCIENCE, AND IT COMMANDS IMMENSE RESPECT FROM THE SPECIES THAT HAS CREATED IT. IT'S CAPACITY FOR EFFICIENCY INCREASES STEADILY AS NEW SCIENTIFIC DESCOVERIES EMERGE. THE WHOLE MODERN BACKGROUND OF TECHNOLOGY BEGINS TO IMPINGE SERIOUSLY NOT ONLY ON THE NATURAL ENVIRONMENT, WHOSE CONSCIOUS GUARDIAN IS MAN, BUT ON THE EXPANDED AND IMMENSE POPULATION OF SPECIES THAT CREATED TECHNOLOGY.

ISN'T POSSIBLE TO HAVE SOME ENVIRONMENTAL SOCIALISM, WHEREBY THE DERELICTION PRODUCING INDUSTRIES WOULD FORGO A PORTION OF THEIR PROFITS TO DEVOTE TO REBUILDING THE LANDSCAPE? PERPETUATION OF A DERELICT LANDSCAPE AS A BACKGROUND TO CHILDREN'S LIVES IS LIKE RAISING THEM IN A WORLD WITHOUT LOVE. THE FULL AWARENESS OF WHAT MAN HAS DONE IN CREATING DERELICTION AND SQUALOR HAS NOT BEEN FULLY ACCEPTED.

TECHNOLOGY HAS THE POTENTIAL TO CONDITION US PHYCHOLOGICALLY SO THAT MAN BECOMES ITS SERVANT, NO LONGER IT'S CREATOR AND MASTER. TECHNOLOGY-THE NEW GOD, MAN'S CREATION OF AN EXTENTION OF HIMSELF TO WHICH HE SEEMS INCLINED TO RELINQUISH HIS POWER OF FREE WILL WHICH WE HAVE CHERISHED FOR SO LONG A TIME AS HUMANS. IF THE WILL OF THE PEOPLE IS ULTIMATELY THAT THE ENVIRONMENT OF MAN SHALL BE CLEAN AND DECENT, IT WILL BE TECHNOLOGY THAT WILL BE OUR HAND-MAIDEN IN ACHIEVING THIS GOAL. INCREASING POPULATION FOR YEARS TO COME IS INEVITABLE, BUT POLLUTION NEED NOT INCREASE, AND IF WE WERE READY TO ACCEPT THE IDEA THAT TECHNOLOGY SHOULD USE IT'S OWN INVENTIVENESS RESOLUTELY TO CLEAN UP AFTER ITSELF, WE COULD HAVE A HEALTHIER AND MORE BEAUTIFUL HOME WITHIN A REASONABLE TIME. THERE IS AN ETHIC OF RESPONSIBILITY FOR THE ENVIRONMENT THAT IS A GROWING BODY OF PHILOSOPHY THAT WHICH IS NOT GENERALLY UNDERSTOOD. PUT VERY SIMPLY; THE EARTH IS OUR HOME AND WE MUST ECOLOGICALLY ACCEPT RESPONSIBILITY TO HOME.

MANY ENVIRONMENTAL FACTORS AFFECT GROWTH OF TREES. AMONG THE MOST IMPORTANT TO CONSIDER ARE LIGHT, TEMPERATURE, WATER SUPPLY, MINERAL SUPPLY, AND AIR POLLUTANTS.

WHERE EVER TREES GROW THEIR DEVELOPEMENT IS LIMITED BY EITHER TOO LITTLE OR TOO MUCH WATER, BUT MOSTLY THE FORMER. THROUGHOUT MUCH OF THE TREE SUPPORTING WORLD MANY OF THE RAINS THAT FALL DO NOT RECHARGE SOILS SUFFICIENTLY WITH WATER TO MAINTAIN MAXIMUM PHOTOSYNTHESIS AND GROWTH FOR MORE THAN A SHORT PERIOD AFTER THE RAIN. THE WATER THAT EVAPORATES FROM TREE CROWNS, OTHER PLANTS AND THE SOIL SURFACE, OFTEN EXCEEDS THE AMOUNT OF WATER SUPPLIED DURING THE GROWING SEASON. THIS CAN ONLY LEAD TO PHYSIOLOGICAL INEFFICIENCY AND LESS THAN OPTIMAL TREE GROWTH. IN MANY

AREAS, GROWTH LOSS, DUE TO WATER STRESS IS NOT REALIZED BECAUSE RELIABLE DATA ARE NOT AVAILABLE TO SHOW HOW MUCH MORE GROWTH AND WOOD PRODUCTION WOULD OCCUR IF ADEQUATE MOISTURE WERE AVAILABLE TO TREES DURING THE ENTIRE GROWING SEASON.

ONE OF OUR MOST IMMEADIATE PROBLEMS IS HOW TO COPE WITH THE IMPACT OF ENVIRONMENTAL POLLUTION. IN RECENT TIMES, THE TOTAL AMOUNT AND COMPLEXITY OF TOXIC POLLUTANTS IN THE ENVIRONMENT HAVE INCREASED DRAMATICALLY.

IN THE UNITED STATES, SULFER DIOXIDE, OZONE, AND HYDROGEN FLOURIDE ARE CONSIDERED TO BE THE MOST DETRIMENTAL AIR POLLUTANTS. SULFER DIOXIDE AND OZONE PROBABLY CAUSE MORE INJURY TO TREES THAN ALL OTHER AIR POLLUTANTS COMBINED. THE TRAGEDY OF AIR POLLUTION IS THAT IT IS MAN-MADE AND THE RESULT OF YEARS OF APATHY. THE MOTOR VEHICLE IS THE MAJOR SOURCE OF AIR POLLUTION WITH INDUSTRY BEING SECOND.

AIR POLLUTION IS RESPONSIBLE FOR TREMENDOUS LOSSES OF TREE GROWTH AND CHANGES IN THE STRUCTURE AND FUNCTION OF FOREST ECOSYSTEMS. TREES ARE ELIMINATED FIRST BY LOW DOSAGES OF POLLUTANTS. AS DURATION OF EXPOSURE INCREASES, TALL SHRUBS ARE ELIMINATED, FOLLOWED IN ORDER BY LOWER SHRUBS, HERBS AND THEN MOSSES AND LICHENS.

GROWTH OF TREES IS ADVERSELY AFFECTED BY SO_2 AT LEVELS BELOW THOSE THAT CAUSE VUSUBLE SYMPTOMS OF INJURY. IN ADDITION TO KILLING PLANTS, ATMOSPHERIC POLLUTANTS ADVERSELY AFFECT PLANTS IN VARIOUS WAYS. COMMONLY, PHYSIOLOGICAL ACTIVITY OF AFFECTED PLANTS IS IMPAIRED BEFORE ANY EXTERNAL SYMPTOMS ARE VISIBLE. AIR POLLUTANTS AFFECT MANY METABOLIC PROCESSES. MOST AIR POLLUTANTS DECREASE PHOTOSYNTHESIS DIRECTLY OR INDIRECTLY BY CAUSING LOSS OF PHOTOSYNTHETIC TISSUE (THROUGH LEAF ABSCISSION, CHLOROSIS, AND NECROSIS) AND BY AFFECTING STOMATAL APERATURE. SULFER DIOXIDE ENTERS THROUGH THE STOMATA. IT REACTS WITH THE WET SURFACES OF THE MESOPHYLL CELLS TO FORM THE VERY TOXIC SULFITE WHICH IN HIGH CONCENTRATION; RAPIDLY KILLS THESE CELLS.

OUR FORESTS ARE SO EVIRONMENTALALLY STRESSED, THAT WE CANNOT ECOLOGICALLY AFFORD TO HARVEST ANY MORE TREES THAT EXIST IN ROADLESS FOREST ECOSYSTEMS.

WHAT KIND OF PEOPLE ARE WE THAT IN A PERIOD OF RISING NUMBERS, OF AFFLUENCE AND MOBILITY, AND MUCH DESIRED RECREATIONAL SPACE, WE CONTINUALLY DESECRATE THIS BEAUTIFUL PLANET, FILCHING AWAY OUR RESOUCES.

THOREAU, SEEINGE FORESTS FALLING, CRIED;"THANK GOD THEY CANNOT CUT DOWN THE CLOUDS!" AND ASKED"WHY SHOULD NOT WE HAVE OUR NATIONAL PRESERVES FOR INSPIRATION AND OUR TRUE RECREATION? OR SHALL WE, LIKE VILLIANS, GRUB THEM ALL UP, POACHING ON OUR OWN DOMAINS?"

I SUGGEST TO YOU, THIS YEAR WE HAVE AN OPPORTUNITY UNPRECEDENTED IN THIS DECADE, TO DEFINE AND PREPARE AN ENTIRELY NEW NATIONAL ENVIRONMENT AGENDA WHOSE PRIORITIES WILL BE TO EDUCATE THE PEOPLE ABOUT THE CRITICAL IMPORTANCE OF OUR FEDERAL PUBLIC LANDS AND RESOURCES SO THEY WILL UNDERSTAND THAT ONLY BY PROTECTING OUR NATURAL INHERITANCE WILL WE PRESERVE THE QUALITY OF LIFE HERE ON EARTH. ALSO TO ADD IMPORTANT WILDLAND RESOURCES TO THE NATIONAL WILDERNESS PRESERVATION SYSTEM THAT WILL INCLUDE POTENTIAL FOREST WILDERNESS AREAS, TO PROTECT WILDERNESS RESOURCES AND

NATURAL AREAS BY ESTABLISHING NEW NATIONAL AIR-WATER PURIFICATION PARK SYSTEMS, WILDLIFE REFUGES AND EXPANDING EXISTING PARKS. AND TO CHALLENGE UNWISE MANAGEMENT PLANS FOR ALL OUR NATIONAL FORESTS, BY APPELING FOREST SERVICE PLANS WHICH ALLOW EXCESSIVE ROAD-BUILDING BELOW-COST TIMBER SALES AND BUILDING PUBLIC SUPPORT FOR ECOSYSTEMS MANAGEMENT, WATERSHED AND WILDLIFE HABITAT PROTECTION AND EXPANSION OF RECREATIONAL VALUES, AND MOST IMPORTANTLY TO MAKE CONCERTED EFFORTS OF REFORESTATION BEFORE YOU ENACT THIS LEGISLATION THAT WILL SURLY PERPETUATE THE DESECRATION OF OUR NATIONAL HERITAGE OF THESE UNITED STATES OF AMERICA. YOUR PROPSAL SENATOR, INDICATES TO ME THAT YOU HAVE VERY LITTLE REVERANCE FOR THE FORESTS OR FOR LIFE ITSELF.

I AM HERE TODAY TO PRESENT YOU WITH THE OPPORTUNITY TO EXPRESS YOUR LOVE AND CONCERN FOR OUR COUNTRY AND ALL ITS INHABITANTS. IF YOU ARE INDEED A TRUE LEADER OF THE PEOPLE, YOUR ACTIONS WILL TRULY SPEAK FOR THEMSELVES, AND WE WILL SEE A CLEAN, DECENT PLANET ON WHICH TO LIVE A LONG HEALTHY LIFE, WITHIN THIS GENERATION.

MAY GOD BLESS YOU SENATOR, WITH THE INSIGHT AND INSPIRATION NECESSARY FOR YOU TO REALIZE YOUR FULL POTENTIAL IN SUCH AN INFLUENCIAL POSITION, TO DECIDE WHAT IT REALLY IS YOU WISH TO PERPETUATE. A DECICION I REMIND YOU THAT WILL IN EFFECT, AFFECT EVERY LIVING BEING ON THIS EARTH.

DERELICTION AND SQUALOR, OR HEALTH AND HAPPINESS. I EMPHASIXE THIS ABOUT AMERICAN WILDERNESS: LOVE IT OR LEAVE IT ALONE.

JEFFERY R. DWYER
8530 RAPID LIGHTNING CREEK RD.
SANDPOINT, IDAHO 83864

5

Senator McCLURE. Thank you, Jeff. Your statement will be made part of the record.

Dolly.

STATEMENT OF DOLLY HARTMAN

Ms. HARTMAN. Hon. Senator McClure, Governor Andrus and Congressman Larry Craig, respectfully, gentlemen, thank you and no thank you to the Idaho Wilderness Bill.

I am Dolly Hartman, St. Maries, Idaho, community involvement coordinator for the forest planning process. I represent the 1,200 folks who sincerely and in good faith inputting into that process, all requesting minimal wilderness in the Mallard Larkins area.

Senator McClure, you have had a copy of that input in your Coeur d'Alene and Washington office since the fall of 1985. The propsed Idaho Wilderness Bill totally ignores that input.

The Idaho Wilderness Bill, if it becomes law, as written appears to be rather loose and too general. For instance, management formula, which appears on the cover page, is missing. I presume it has not been developed, or if developed, it has not been available to the public. What are the plans and timetable for development and promulgation of rules and regulations? What is the effective date of the bill if it becomes law?

I respectfully request an indepth public scrutiny via the public input process be undertaken for such rules and regulations which are developed if this wilderness bill becomes law.

I am going to highlight some more. Since this bill has far-reaching effects upon Idaho, it is critical for our entire Idaho Congressional Delegation to stay personally involved and monitor its implementation with public hearings if necessary, should—if it does, in fact, become law.

Now, speaking of far-reaching effects, Section 308, subsection C, this act, as relates to commercial outfitting and guide camps must be deleted.

Page 26 of the bill, section 308(b) appears to give clear authority to the Secretary of Agriculture or Interior to monitor and manage "establishment and use of such new facilities or equipment"—and there has been confusion between the outfitting and guide. Do they do it all, or do forest managers have a part?

And I believe, gentlemen, that does need to be clarified because it appears to have dual responsibilities. Thank you very much.

[The prepared statement of Ms. Hartman follows:]

March 12, 1988
Rt. 2--Box 116
St. Maries, Id.

-SEMATOR MCCLURE AMD GOVERNOR ANDRUS:

-Respectfully Gentlemen--Thank you and NO THANK YOU TO THE
-IDAHO WILDERNESS BILL!

-     I am Dolly Hartman, St. Maries Idaho, Community
-Involvement Coordinator for the Forest Planning Process. I
-represent the 1200 folks who sincerely and in good faith
-inputed into that process, all requesting minimal Wilderness
-in the Mallard Larkins Area. Senator McClure You have had a
-copy of that input in your Coeur d'Alene and Washington
-Office since the Fall of 1985! The proposed Idaho
-Wilderness Bill totally ignores that input. (Exhibit #1).

-     The Idaho Wilderness Bill, as written appears to be
-rather loose and too general:

-     *"MANAGEMENT FORMULAE" which appears on the cover page is
-missing. I presume it has not been developed, or if
-developed it has not been available to the public. What are
-the plans and time table for devlopment and promulgation of
-rules and regulations? What is the effective date of the
-Bill if it becomes Law? I RESPECTFULLY REQUEST AN IN DEPTH
-PUBLIC SCRUTINY VIA THE PUBLIC INPUT PROCESS BE UNDERTAKEN
-FOR SUCH RULES AND REGULATIONS WHICH ARE DEVELOPED IF THIS
-WILDERNESS BILL BECOMES LAW.

*Page 2, lines 12-16 key words are used without explanation such as "prescribed formula" to allow timber harvesting. What is the origin of that formula. Does it come from site and growth characteristics or what? It should be clarified.

"Other areas" managed for recreational access only". In these "other areas" what about access for fire control, insect or disease control, or surveys, or the salvage of timber products if epidemics of disease and insects occur?

*Page 3, line 26: "Timber harvesting". These words

Page 2

occur in different places in the Bill. Since this Bill is intended to supercede the Forest Plans which also uses the words, "timber harvest" but with supporting silviculture management directions, this use of timber harvest in the Bill just might be negatively construed by some to mean just logging and not specific management activities such as thinning, salvage, weeding, reforestation or state of the art forest management techniques.

*Page 4- line 24-27. The 15,440 acres is a considrable chunk of land! What is the standing and projected timber volume on it? An inventory should be reviewed to see just what is being given up by the State and its effect on the Endowment Fund. As you know Senator, the Idaho Department of Lands do not have to manage for anything other than timber, thereby maximizing the return to the Endowment Fund. If significant volume is there maybe the boundary should be adjusted.

*On page 9- Line 11- This portion states a flat 3.5 million feet of timber. On line 17 the words "not less than" are used which mean a lot different direction than "to provide" the 3.5 million. Are we going to be locked into a flat 3.5 when future improved management techniques could produce more?

Page 17 & 19; Lines 9-17 on pg. 17 and lines 9-21 on page 19. As one who has worked extensively on Forest Plans these lines appear to be in conflict with direction providedin previous Acts directing plans be prepared, submitted to the public for review and appeal. This Bill is giving conflicting direction. As one who is appealing the Forest Plan (IPNF) just what can I expect?

*Page 19-line 22-27 appears in contradiction. All areas outside of wilderness are not available for balanced multiple use as is stated. "Special management use areas" are not really subject to general multiple use applications.

No where does it provide mitigation to communities and school districts forrevenues lost from Wilderness designation. We folks in the St. Joe Drainage believe the amount to be staggering!

Page 3

Since this bill has far-reaching effects upon all of Idaho it is critical for our entire Idaho Congressional Delegation to stay personally involved and monitor its implementation with Public Hearings if necessary, should the bill become law.

Speaking of far-reaching effects, Section 308, subsection (c) this Act, as relates to commercial outfitting and guide camps" must be deleted!

In my opinion this portion of the Wilderness Bill provides exclusive and inappropriate protection for proliferation of "play-ground paraphenalia" in normally pristine areas. Old tent structures, and other types of equipment normally associated with back-country recreation are as offensive as a high rise condominium.

Page 26 of the Bill (Sec. 308 (b)--appears to give clear authority to the Secretary of Agriculture/INTERIOR to moniter and manage the "establishment and use of such new facilities or equipment" amd "may thereon deny such proposed use or establishment."

On the same page and in the same Section (c) the Bill states "The Secretary shall not prohibit the continuance of any commercial outfitting and guide camps and practices subject to this section without the express written concurrence of theagency of the State of Idaho charged with regulation of the outfitting and guide industry."

On Page 25, Section 308 (a) as relates to "outfitter and and guide camps and practices" ... .."the Secretary shall permit, and subject to reasonable regulation to insure compatibility, the continuancee of existing uses" etc. It appears the Secretary DOES HAVE INHERENT REGULATORY RESPONSIBILITY as the Land Manager for certain public lands. HOW THEN CAN THAT INHERENT RESPONSIBILITY BE USURPED AND PLACED SOLEY IN CONTROL OF "the agency of the State of Idaho charged with the regulation of the outfitting and guide industry"?

Since Idaho Code 36-2106 relates to appointment of the Idaho outfitters and guides board and is found under the heading "Fish and Game" in the Code book, and one member of the Board shall be either a Fish and Game Commissioner (or designee) then are we to assume the mysterious and unnamed "agency of the State of Idaho charged with the regulation of the outfitting and guide industry"(Sec. 308 (c)) is the Idaho Fish and Game? (Exhibit 2)

Assuming Fish and Game is the agency referred to under subsection (c) then it is imperative the Wilderness Act if it becomes law must clearly address the dual roles of the Idaho Fish & Game and appropriate Secretary. Begin by DELETING Section 308 Subsection (c).

Continues-

Page 4

Page 4 --Testimony on Wilderness for Idaho

You have asked Senator McClure, "that Idahonians be willing to "give a little" to resolve the Wilderness controversy.

Tourism which has been touted to be the answer to any loss of revenues must rely on constant attractions (both natural and man-made) to produce a constant flow of cash into an area. Tourism does not supply vital revenues for schools, basic services, and roads. Our beautiful St. Joe River and adjoining waterways provide much scenic and and boating pleasure to the recreating public. This "public" however are more often then not "coming from somewhere and going somewhere" with their already fully provisioned vehicles. The welcome cash they leave here will never replace those revenue gained from basic industries.

We are not asking for luxuries but the opportunity to have access to the harvestable resources in the upper reaches of the St. Joe River Drainage. Without them our resource dependent communities will be devastated.
d Scenic Rivers Law addressed those needs, both in development of the law and the legislation.

As resource dependent communities JOBS are our chief concern. Exhibit No. 2 from Department of Employment shows Lumber (excluding transportation) the leading industry in Benewah and Clearwater Counties.

I sincerely believe the Wilderness Bill with massive acreage in both the Idaho Panhandle Forest and Clearwater National Forest dedicated to Wilderness, will create a "Timber Twilight" and bring accompanying economic devastation to the resource dependent communities of the area.

Thank you Senator, for your efforts to end the Wilderness and RARE II controversy. I could support the 70,000 acre Wilderness for the Mallard-Larkin as proposed by the St. Joe Valley Association. (SeeExhibit No. 3) 1984

Dolly May Hartman

Dolly May Hartman
Route 2--Box 116
St. Maries, Idaho
83861

~~[illegible]~~
Exhibit #1

RESPONSE FORM

For: Forest Supervisor
IPNF: Idaho Panhandle National Forests
1201 Ironwood Drive
Coeur d'Alene, Idaho 83814

and

Forest Supervisor
Clearwater National Forest
12730 Highway 12 **CLWNF**
Orofino, Idaho 83544

We/I support the St. Joe Valley Association's position as follows about the proposed Forest Plans for both the Idaho Panhandle National Forests and Clearwater National Forest.

Forest	Comments
IPNF	*Increase annual allowable cut from 275 MMBF to 325 MMBF throughout the Idaho Panhandle National Forests with the increase to come from Management Area #10. The Forest produces jobs for the community so workers can provide for family needs. The chief source for harvestable timber must come from the public forest because so much private timber has been harvested at an increased level in recent years.
IPNF and CLWNF	*Access to timber is a priority because funds from timber receipts are a major contributer to quality school for our youth; revenue for basic services for our people and money for county road systems. WE ARE NOT ASKING FOR LUXURIES OF VISUAL QUALITY, BUT FOR THE BASICS OF JOBS TO MEET THE NEEDS OF THE PEOPLE.
IPNF	*Reduce the 1,276,000 acres proposed for retention of visual quality to Alternate #1 which is the nationally accepted R.P.A. standard. (76,000 acres).
IPNF and CLWNF	*Timber and elk management are compatible. Use of Temporary Administrative Road Closures, rotation of cutting areas and proper seasonal scheduling of harvest activities can avoid conflict while enhancing habitat for all wildlife.
	*Oppose creation of habitat for endangered species such as caribou or grizzly bear.
	*Support Senator McClure's Wilderness Bill with 30,500 acres to be maximum acres for Wilderness in the Mallard-Larkins Area in both National Forests.
*IPNF	*Abide by the Intent of the Wild and Scenic Rivers Law for the upper St. Joe which guarantees access to the accessible reaches for logging and timber harvest.
	*Recommend Wilderness management (Management Area 11) to include only the Mallard Larkins Pioneer Area with the remaining acres in Management Area 11 be reclassified for timber management under Management Areas 1, 4 or 6.

Connie L Caiman
SIGNATURE
1415 Penn Ave CdA Ida

9/1/85
date

12 251a
10 80

Exhibit #1

Exhibit #2

DEPARTMENT OF EMPLOYMENT
STATE OF IDAHO

EMPLOYMENT IN IDAHO

JANUARY, 19 87

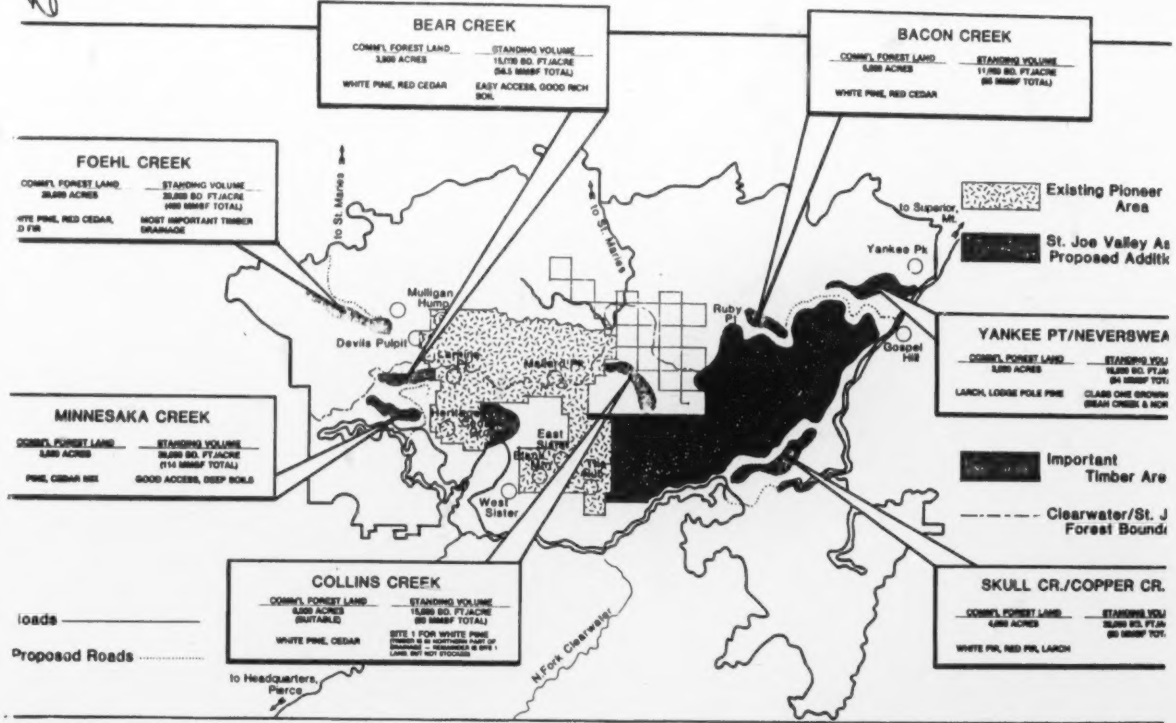
Monthly Employment by Industry and County Covered by the Idaho Employment Security Law

COUNTY	TOTAL	Agriculture	Mining	Construction	Food Processing	Lumber	Other	Transportation, Communication & Utilities	Wholesale Trade	Retail Trade	Finance, Insurance & Real Estate	Service and Miscellaneous	Government State	Government Local	FEDERAL WORKERS
STATE TOTALS	299,615	3,823	2,192	11,276	14,651	13,121	23,226	15,295	19,858	61,861	15,851	62,803	15,774	39,884	10,717
da	77,724	167	32	3,841	1,482	1,504	7,268	5,022	5,475	16,674	6,495	17,780	6,177	5,807	3,731
dams	616	*	*	-	-	217	*	*	*	*	*	51	14	134	69
annock	19,567	25	*	572	504	15	1677	889	1,178	5,225	1,497	3,391	1,712	2,880	471
ear Lake	958	*	-	*	-	*	*	38	37	265	68	55	19	382	48
enewah	2,371	-	*	44	-	948	*	138	53	278	68	301	64	440	99
ingham	9,610	140	*	280	2,034	*	198	252	1,032	1,173	232	1,964	393	1,730	326
laine	5,339	*	10	350	36	25	*	171	127	1,644	309	1,821	37	663	66
oise	684	-	*	-	-	205	*	7	-	54	14	240	14	145	51
onner	6,653	*	*	186	*	1,314	*	307	102	1,488	215	1,242	165	1,082	171
onneville	23,565	.66	30	1,503	466	31	1,130	786	2,248	5,937	1,114	7,239	440	2,575	622
oundary	1,695	23	-	42	-	357	*	53	89	291	56	282	33	459	114
Butte	5,273	*	-	*	-	-	*	52	32	130	11	3,509	13	156	32
amas	172	-	-	*	-	4	-	*	*	35	2	34	7	65	21
Canyon	23,788	844	10	564	2,482	706	2,330	1,360	1,681	4,886	856	4,375	908	2,786	238
Caribou	1,983	*	278	194	4	-	406	49	109	261	80	109	30	434	40
Cassia	5,276	174	-	127	1,043	*	*	132	387	1,162	242	856	103	840	139
Clark	141	*	*	-	-	*	-	7	3	28	*	*	10	67	31
Clearwater	2,744	-	-	61	-	1,125	*	79	47	383	58	228	222	509	276
Custer	1,156	*	393	3	-	-	*	59	61	114	51	200	31	238	95
Elmore	3,227	94	44	158	123	45	*	139	96	876	144	498	69	851	949
ranklin	1,486	*	9	28	25	11	*	*	130	334	41	147	24	481	43
remont	1681	31	-	25	-	221	*	69	198	276	51	201	193	416	162

*In order to comply with the section of the law with regard to nondisclosure of industries with two or fewer employers, columns and rows may not add to the total.

Exhibit #3

Exhibit #3


BEAR CREEK
COMM'L FOREST LAND
STANDING VOLUME
(58.5 MMBF TOTAL)
WHITE PINE, RED CEDAR
EASY ACCESS, GOOD RICH SOIL
BACON CREEK
COMM'L FOREST LAND
STANDING VOLUME
WHITE PINE, RED CEDAR
FOEHL CREEK
COMM'L FOREST LAND
STANDING VOLUME
MOST IMPORTANT TIMBER DRAINAGE
MINNESAKA CREEK
COMM'L FOREST LAND
STANDING VOLUME
GOOD ACCESS, DEEP SOILS
COLLINS CREEK
COMM'L FOREST LAND
STANDING VOLUME
WHITE PINE, CEDAR
SITE 1 FOR WHITE PINE
YANKEE PT/NEVERSWEA
COMM'L FOREST LAND
LARCH, LODGE POLE PINE
SKULL CR./COPPER CR.
COMM'L FOREST LAND
WHITE FIR, RED FIR, LARCH
Existing Pioneer Area
St. Joe Valley As Proposed Additi
Important Timber Are
Clearwater/St. J Forest Bound
loads
Proposed Roads
to St. Maries
to St. Maries
to Superior, Mt.
Yankee Pk
Ruby Pt
Gospel Hill
Mulligan Hump
Devils Pulpit
East Sister
West Sister
to Headquarters, Pierce
N.Fork Clearwater

MALLARD-LARKINS ROADLESS AI

Senator McClure. Thank you.
Cliff Schnider.

STATEMENT OF CLIFF SCHNIDER

Mr. Schnider. Governor Andrus, Senator McClure, and Representative Craig. I am opposed to the Idaho Forest Management Act of 1988 as it is written.

I feel there is room for much improvement. We are spending $50,000,000 per year cutting down a rainforest in Alaska because it is mandated by Congress and the same thing will happen in Idaho under this Act. This is not stewardship of the land or the use of the land for all the people. The past 100 years as management of this land by Congress, the industry and the Forest Service has not shown a good track record both in eastern or western forests.

Could the time have come for a new role of stewardship which includes the hunters and fishermen? I think it has.

Senator McClure, through your efforts there was more money for roads into low value timber, high value elk roadless lands. Trees, lodgepole pine, 6 inches to 10 inches in diameter do not a saw log forest make, but habitat for a $500 elk it do make and the elk are an annual resource. Crooked Crown, Spion Kop and Short Creek, to name a few, are just such timber sales and they will not sell. Those creeks, Buck Canyon Creek, Snow Peak and the Upper St. Joe are also high elk areas and low timber value. The areas should never be managed permanently as C8S areas as stated in the bill.

Never before in the history of the St. Joe River has the river not been clear and pure, now thanks to the timber management of industry the river is running mud. Any timber harvesting in these high elk producing areas will not only destroy the elk herds, but will also cause more siltation to the St. Joe, Coeur d'Alene and Little North Fork of the Clearwater Rivers and to the detriment of the fisheries.

This Act is not a wilderness bill but a timber harvest bill. It denies the right of appeal, it legislates management, it overrides the Endangered Species Act, the Clean Water Act and the National Forest Management Act. This is a bad bill and all wildlife and people who enjoy the out of doors as nature designed it will be the losers. Thank you.

Senator McClure. Thank you.
Paul Vogel.

STATEMENT OF PAUL VOGEL

Mr. Vogel. My name is Paul Vogel. I am an attorney practicing law in Sandpoint, Idaho, since 1979. I am certainly pleased to see the inclusion of the Selkirk Crest and Long Canyon in the proposed wilderness bill. Nonetheless, the special management provisions of this act have no place in a wilderness bill due to the fact that portions of this act seek to mandate and impose not only a minimum 40,500,000 board foot cut for the Bonners Ferry Ranger District, but also a minimum 283,500,000 board foot cut for the Panhandle National Forest for the first planning period.

The minimum ASQ on the Bonners Ferry Ranger District ignores a recent Forest Service timber supply study for Boundary

County showing that timber supply for the area is adequate for local demand and that any harvest on federal lands in Boundary County above 33 MMBF would just be a substitute for harvest on state and private lands that are now readily available. Accordingly, this increase in cut will not result in an increase either in income or in jobs in the Idaho Panhandle.

Senator McClure, you have gone on record as stating that you wish for this bill to once and for all resolve the wilderness question in Idaho. I cannot be in more agreement with you. If this bill were a wilderness bill, it would do so.

However, when special language is introduced into a wilderness bill you have, unfortunately, invited other special interests groups to intervene in the process. I am referring to the language contained in section 103(a)(1) stating, in effect, that notwithstanding any other provision of law, the Bonners Ferry special management area will provide 3,500,000 board feet additional allowable sales quantity of timber annually above the ASQ level for that area in the plan.

That area in the plan, of course, contains critical grizzly bear and caribou habitat, and this section alone will create a fire storm of controversy due to its impact on the Endangered Species Act and the National Environmental Policy Act. Even if the special management provisions do make it through Congress, there will be a flood of litigation in the federal courts trying to sort out the impact of this language on private, state and federal actions.

[The prepared statement of Mr. Vogel follows:]

PAUL WILLIAM VOGEL
Attorney-at-Law

[illegible]
[illegible]
[illegible]

1323 Michigan
Sandpoint, Idaho 83864
(208) 263-0534

FOR THE HEARING RECORD

Chairman Dale Bumpers
Subcommittee on Public Lands
Dirkson Office Building
Washington, D.C. 20510

STATEMENT OF PAUL VOGEL

My name is Paul Vogel. I am an Attorney practicing law in Sandpoint, Idaho, since 1979. I would like to commend Governor Andrus and Senator McClure for their work on this Bill. I am hopeful that this hearing process will actually seek input from Idaho's citizens on the Bill itself, because I feel it is just as necessary to scrutinize the special language in this Bill as it was to consult with Idaho's citizens prior to the drafting of the Bill.

The National Wilderness Act declares that it is the policy of the Congress to secure for the American people of present and future generations the benefit of an enduring resource of wilderness. The first portion of Senate Bill 2055, the Idaho Forest Management Act of 1988, does exactly this. I am certainly please to see the inclusion of the Selkirk Crest and Long Canyon in the proposed wilderness designations. Nonetheless, the special management provisions of this Act have no place in a Wilderness Bill due to the fact that portions of this Act seek to mandate and impose not only a minimum 40.5 million board foot cut for the Bonners Ferry Ranger District, but also a minimum 283.5 million board foot cut for the Panhandle National Forest for the first planning period.

The minimum ASQ on the Bonners Ferry Ranger District ignores a recent Forest Service Timber Supply Study for Boundary County showing that timber supply for the area is adequate for local demand and that any harvest on Federal lands in Boundary County above 33 MMBF would just be a substitute for harvest on State and private lands that are now readily available. Accordingly, this increase in cut will not result in an increase either in income or in jobs in the Idaho Panhandle.

Whether we like to admit it or not, the economic impact of wilderness on employment figures in Idaho is not as great a concern to the citizens of the other forty-nine states as it may be to the people of Idaho. What is of concern to everyone in the United States is that this country have wilderness areas now and in the future. The fact that there are few wilderness areas left outside of the western states is a compelling reason to heed the desire and needs of all people to have available to themselves and their children wilderness areas in which to visit.

Senator McClure, you have gone on record as stating that you wish for this Bill to once and for all resolve the wilderness question in the State of Idaho. I cannot be in more agreement with you. If this

Bill were a Wilderness Bill, it would do so. However, when special language is introduced into a Wilderness Bill you have, unfortunately, invited other special interest groups to intervene in the process. I am referring to the language contained in Section 103(a)(1) stating, in effect, that,

> Notwithstanding any other provision of law, the Bonners Ferry Special Management Area will provide 3.5 million board feet additional allowable sales quantity of timber annually above the allowable sales quantity level for that area in the Forest Plan.

The fact that this excess harvest must come from critical grizzly bear and caribou habitat will create a fire storm of controversy due to its impact on the Endangered Species Act and the National Environmental Policy Act. Even if these special management provisions do make it through Congress, there will be a flood of litigation in the Federal Courts trying to sort out the impact of this language on private, State and Federal actions.

It would be far better to leave this type of language out of the Bill so as to allow the Forest Planning Process to resolve issues that the National Forest Management Act properly allocates to the Forest Service. As you are certainly aware, one of the most important aspects of the Forest Planning Process is the opportunity for citizen participation and review. If the special management language of this Wilderness Bill passes and becomes law you have effectively denied the citizens of the State of Idaho and the remaining States their voice in the planning process.

Several factors need to be considered here. First, the minimum ASQ on the Panhandle Forest is in excess of that recommended for the first year by the Forest Service in the Panhandle Forest Plan. Secondly, the Panhandle Plan is being appealed by numerous concerned user groups. Consequently, if you delete this special language contained in the Bill you will have fulfilled your purpose of designating critical wilderness areas in the State of Idaho while allowing other lands, previously locked up as roadless areas, to be released. It is not the purpose of the Wilderness Bill to provide for the management of non-wilderness areas. There are other adequate means to determine the specific management requirements for these lands.

You should also consider that between 1976 and 1986 the Forest Service, on an average, offered 254 MMBF each year, but only sold 235 MMBF. Furthermore, the Plan itself states that some of the timber (quite a bit actually) on the Panhandle Forest is "near the margin". This means that a slight change in either cost or values can change the economic production level for the forest. The Plan itself states that an ASQ of 280 MMBF may incur "below-cost sales". Accordingly, to mandate a minimum cut of 283.5 MMBF encourages the controversial and soon to be archaic policy of below-cost sales. If you want to bail out the timber industry, please use some other means besides a Wilderness Bill to do so.

A Soft Release Provision will not harm the timber industry. However, a Hard Release approach and special management restrictions will forever sell out the interest our future generations have in wilderness. If the Selkirk Crest and Long Canyon are worthy enough to be classified as wilderness in your Bill, then they need the opportunity to have the lands surrounding them managed in accordance with the planning process. With that in mind, I find Section 303, Prohibition of Buffer Zones, to be a disturbing section in this Bill. There may not be existing Federal laws to protect lands adjacent to wilderness areas, but this Act certainly should not try to preclude future congressional action on this sensitive issue.

In conclusion, as you gentlemen are certainly aware, the Federal government sometimes makes mistakes. The designation of a minimum ASQ on the Tongass National Forest is a mistake that Congress is now attempting to correct because of the many environmental problems that have been created on that forest. Let's not make this mistake again. Wilderness is an enduring resource and a viable asset. Do not tarnish this asset by giving with one hand while taking away with the other.

Thank you for your time and attention to this statement.

Sincerely,

PAUL VOGEL

PV/lc

Senator **McClure**. Thank you very much for your statement. Robert Ligeza.

STATEMENT OF ROBERT D. LIGEZA

Mr. **Ligeza**. My name is Robert Ligeza. In reference to the forest management act, since less than one-third of this bill deals with wilderness and two-thirds is devoted to non-wilderness matters, I believe the following should be addressed.

Boundaries in this bill are unsound and defies sound economic or ecologic principles, and furthermore, they totally ignore some of our important areas in the Clearwater and St. Joe National Forest such as: Buck Creek drainage and Foehl Creek drainage.

These are the singlemost and secondmost important elk sanctuary for the entire 2,500,000 acre Idaho Panhandle National Forest, which also has very pristine wild trout fisheries. Other areas, which are detailed in the testimony, are Snow Peak, the Upper St. Joe, the Elizabeth Lakes, Fish and Hungrey Creek, Elk Summit and Grandmother Mountain.

And special management areas, the Bonners Ferry special management area should not appear on this bill because it mandates a level of cut. Furthermore, it mandates that an additional 3,500,000 be harvested annual out of grizzy bear habitat.

South Fork of the Salmon, language for the South Fork dictates that sediment levels remain as they are to date, therefore, restoration of the South Fork from previous damage is non-existent.

In closing, this bill would repeal all laws to obtain a high timber harvest level for Bonners Ferry as well as the overly high harvest level for the Idaho Panhandle National Forest. And this would be written into law.

This bill would override the Clean Water Act, Endangered Species Act and National Environmental Act.

This bill would deny the taxpaying public to participate in forest planning as well as the appeals process.

Thank you.

[The prepared statement of Mr. Ligeza follows:]

TESTIMONY

PAGE I
MARCH 12, 1988

RE: IDAHO FOREST MANAGEMENT ACT OF 1988 (S-2055)

SINCE LESS THAN ONE - THIRD OF THIS BILL DEALS WITH WILDERNESS AND TWO - THIRDS IS DEVOTED TO NON - WILDERNESS MATTERS, I BELIEVE THE FOLLOWING SHOULD BE ADDRESSED.

I. BOUNDARIES:

WILDERNESS BOUNDARIES IN THIS BILL ARE UNSOUND AND DEFIES SOUND ECONOMIC OR ECOLOGIC PRINCIPLES, AND FUTHERMORE THEY TOTALLY IGNORE SOME OF OUR IMPORTANT AREAS IN THE CLEARWATER & ST. JOE NATIONAL FOREST'S SUCH AS:

1. BUCK CREEK DRAINAGE

BECAUSE BUCK CREEK IS THE SINGLE MOST IMPORTANT ELK SANCTUARY FOR THE ENTIRE 2.5 MILLION ACRE IPNF, WITH HERDS UP TO 9000 ELK AND BUCK CREEK IS STILL PRESTINE AND SUPPORTS A WILD TROUT FISHERY, WHEREAS OTHER WATERSHEDS ELSEWHERE IN THE LITTLE NORTH FORK ARE IN RUINS, AND IF THIS BILL WOULD PASS IT WOULD IMMEDIATLY BE OPENED FOR THE BUILDING OF ROADS, THEREFORE PUTTING THE FISKERY IN DANGER AS WELL AS THE ELK HERD.

2. FOEHL CREEK

BECAUSE FOEHL CREEK IS THE SECOND MOST IMPORTANT ELK SANCTUARY IN THE IPNF AND ALSO SUPPORTS A WILD TROUT FISHERY IN IT'S PRESTINE WATERS. THIS AREA HAS FRAGILE GLACIAL TILL AND UMBRIC SOIL TYPES AND STEEP SLOPES AND THEREFORE POSES AN EXTEEMELY HIGH RISK FOR DAMAGING WATERSHEDS.

3. SNOW PEAK

BECAUSE THIS AREA CONTAINS THE MOST IMPORTANT POPULATION OF MOUNTAIN GOATS IN THE REGION. (80 TO 100 MOUNTAIN GOATS)

4. UPPER ST. JOE

BECAUSE THE UPPER ST. JOE IS AT THIS TIME RUNNING MUDDY AND IS THREATENING OUR FISHERY'S AND WILDLIFE, THIS IS THE FIRST TIME I'VE SEEN THIS HAPPEN TO THE UPPER ST. JOE.

CONT :

PAGE 2
CONT: BOUNDARIES

MARCH 12, 1988

5. ELIZBETH LAKES

BECAUSE ELIZBETH LAKES AREA IS A POPULAR DESTINATION FOR PEOPLE FROM IDAHO, WASHINGTON AND OREGON AND BECAUSE OF IT'S BEAUTY AND RECREATIONAL OPPORTUNITIES.

6. FISH & HUNGERY CREEK

BECAUSE THESE ARE KEY LOCKSA RIVER TRIBUTARIES LOCATED 20 MILES UPSTREAM FROM LOWEL. THESE ARE IMPORTANT STEELHEAD HABITAT, ALSO THIS LITTLE ROADLESS AREA IS THE LAST STRETCH OF THE LEWIS & CLARK TRAIL THAT IS STILL IN AN UNDISTURBED STATE.

7. ELK SUMMIT

BECAUSE ELK SUMMIT WAS PART OF THE SELWAY - BITTEROOT PRIMITIVE AREA UNTIL 1963. THE FOREST SERVICE HAS PROPOSED ELK SUMMIT TO BE RETURNED TO THE SELWAY - BITTEROOT. THIS AREA WHICH IS LOCATED SOUTH OF THE POWELL RANGER STATION ON HIGHWAY 12 ALSO HAS SEVERAL HIGH MOUNTAIN LAKES.

8. GRANDMOTHER MOUNTAIN

BECAUSE THIS SMALL ROADLESS AREA LOOKS LIKE A ISLAND SURROUNDED BY CLEARCUTS AND MUDDY STREAMS, ALSO MARBLE CREEK ORIGINATES FROM THIS AREA. GRANDMOTHER MOUNTAIN IS LOCATED 15 MILES EAST OF CLARKIA. IF ROADS WERE BUILT IT WOULD TOTALLY DEVATATE THE NATURAL BEAUTY OF THIS AREA.

II. SPECIAL MANAGEMENT AREAS:

1. BONNERS FERRY SPECIAL MANAGEMENT AREA

BONNERS FERRY SPECIAL MANAGEMENT AREA SHOULD NOT APPEAR ON THIS BILL BECAUSE IT MANDATES A LEVEL OF CUT (40.5 MMBF ANNUALY) FUTHERMORE IT MANDATED THAT AN ADDITIONAL 3.5 MMBF BE HARVESTED ANNUALY OUT OF GRIZZLY BEAR HABITAT.

2. SOUTH FORK OF THE SALMON

LANGUAGE FOR THE SOUTH FORK DICTATES THAT SEDIMENT LEVELS REMAIN AS THEY ARE TO DATE, THEREFORE RESTORATION OF THE SOUTH FORK FROM PREVIOUS DAMAGE IS NON - EXISTANT.

CONT :

MARCH 12, 1988

III. ROADS

LANGUAGE IN THIS BILL WOULD DEVESTATE OUR FOREST MORE THAN THE FOREST SERVICE HAS PLANNED, CURRENTLY IN THE IPNF WE HAVE A TOTAL OF 9,500 MILES OF ROADS. 6000 MILES OF MAINTAINED AND 3,500 MILES OF UNMAINTAINED. THE FOREST SERVICE IS PROPOSSING AN ADDITIONAL 5,130 MILES.

IV. SUMMARY

1. THIS BILL WOULD REPEAL ALL LAWS TO OBTAIN A HIGH TIMBER HARVEST LEVEL FOR BONNERS FERRY AS WELL AS THE OVERLY HIGH HARVEST LEVEL FOR THE IPNF. THIS WOULD BE WRITTEN INTO LAW.

2. THIS BILL WOULD OVERRIDE THE CLEAN WATER ACT, ENDANGERED SPECIES ACT AND NATIONAL ENVIORMENTAL ACT.

3. THIS BILL WOULD DENY THE TAX PAYING PUBLIC TO PARTICIPATE IN FOREST PLANNING AS WELL AS THE APPEALS PROCESS.

4. WATER RIGHTS WOULD VIRTUALLY BE STRIPPED FROM ALL IDAHO WILDERNESS AREAS.

5. FISH, WILDLIFE AND RECREATION HAVE BEEN TOTALLY IGNORED BY THE AUTHORS OF THIS BILL.

RESPECTFULLY SUBMITTED BY
ROBERT D. LIGEZA, VICE CHAIRMAN
Robert D Ligeza
DISTRICT I IDAHO WILDLIFE FEDERATION

Senator McClure. Thank you. John Bentley.

STATEMENT OF JOHN E. BENTLEY, KOOTENAI ENVIRONMENTAL ALLIANCE

Mr. **Bentley**. Thank you. My name is John Bentley. I represent the Kootenai Environmental Alliance. First I would like to thank Governor Andrus and Senator McClure for what I know is a herculean task to bring a very, very difficult subject together. We, of the KEA, would like to support this bill.

We commend you on the inclusion of the Selkirk Crest, Long Canyon, and the Salmo-Priest area in the proposed wilderness area.

However, it is difficult, and I wish I did not have to, that we must criticize certain sections of this proposed bill that have already been criticized.

The general terms of the Mallard Larkins area, as previous testimony has said, we are very, very concerned about the Foehl Creek, the Canyon Creek through to the Buck Creek drainages. We all have heard about the devastating logging practices that are going on upstream off the Plum Creek property. Nearly 90,000 acres contributes to accumulating effect by opening up these water sheds to logging would be devastating to a very, very difficult water shed right now. We would lead these major tributaries into the Little North Fork and St. Joe in this particular case, these three creeks into the Little North Fork of the Clearwater River.

So before you take those out of that timber base, the general special management areas in our opinion the language special management areas do not belong in this bill. They belong where they were originally and that is in the forest plans that effectively denies public input and the appeal process.

The last thing is we would implore you to take out that section referencing parallel track roads. We think that essentially destroys the intent and the spirit of the boundaries of wilderness by permitting a hundred foot wide corridor into the interior of the wilderness area.

We appreciate the opportunity to address this group, and thank you very much.

[The prepared statement of Mr. Bentley follows:]

John E. Bentley
P.O. Box 2143
Coeur d'Alene, Id. 83814
(208) 667-1734

March 12, 1988

For the Hearing Record

TESTIMONY ON S.2055, IDAHO FOREST MANAGEMENT ACT OF 1988

I would like to compliment Governor Andrus, Senator McClure and all of the support staff who have worked so hard to arrive at this wilderness package. We realize that it takes a tremendous amount of negotiations and effort to create such an instrument. I personally feel much progress has been made towards settling the issue of Idaho wilderness areas.

It seems to me that the present wilderness proposal has some good news and some bad news. It clearly is a step in the right direction in terms of specifically outlining areas and terms of wilderness areas.

However, there are some serious and unacceptable flaws in the present proposal which must be addressed before we can say the job is finished.

As an example, I commend the authors on the proposal for the Salmo-Priest and Selkirk Crest area. I know it was not easy in reaching a final recommendation for that area. However, language defining the so called Bonners Ferry Special Management Area is obviously unacceptable for a number of reasons. It alarms me to see an attempt to write into this bill a dictate of mandating an increase of the allowable sales quantity **over and above that which is stipulated in the Forest Plan for the Idaho Panhandle National Forest**. Language outlining the management of public forest lands in terms of timber sales and harvesting belongs in the U.S. Forest Plans; not in a wilderness bill which effectively denies public input. The precedence of this language is obvious and the danger is obvious!

I do not see why this proposed bill even addresses the so called Special Management Areas unless it is an attempt to permanently mandate certain timber prescriptions inside a wilderness bill.
Of particular concern to me is the proposed Mallard-Larkin Special Management area. I realize that the latest Forest Plan refers to this area as "C8S" and makes provision for harvesting timber. I cannot see how any one responsible would deny the uncontroverted fact that the Little North Fork of the Clearwater River is getting into serious trouble due to excessive timber

harvest activities. The volume of this timber harvest is not the only problem. The practice of huge clear cuts, often the better part of an entire section is, by any sensible standard, going to reduce this water shed to a precarious state. The Federal Forest Service itself has denounced many of these harvesting practices as very dangerous to good watershed management. Now this proposed bill attempts to lock in forever, the provision of adding to the problem by cutting in Foehl Creek, Canyon Creek, Buck Creek and other smaller streams.

As an example, an Impact Statement prepared and issued some years ago by the Federal Forest Service was quite critical of a proposed timber sale in Brush Creek which is a small tributary into Foehl Creek. The terrain is extremely steep, soils are very unstable and there is a very high water table in that general area. Yet this bill ignores these facts and attempts to cast in concrete the blind right to go in their with additional roads and take out a small amount of timber at great environmental risk. These are major tributaries into the Little North Fork of the Clearwater River so it is critical that they not contribute a cumulative effect to an already worsening condition of water quality.

The water sheds of the St. Joe River and the entire Clearwater River system provide some of the finest fishing and elk habitat in the entire United States.

The provisions and terms described for the French Creek Special Management Area and the South Fork Special Management Area in the Payette National Forest seem to be extremely complex and unrealistic in their goals. Again, it seems questionable to include management prescriptions in some detail covering several different disciplines in this bill. How the "Secretary" in Washington D.C. is going realistically set standards similar to the detail called for in this proposed bill is beyond me. Specifically, just how is the Secretary actually going to "set such additional standards as may be necessary(?) and prudent(?) with respect to cultural, recreational, wildlife, range, timber, soil, water, air, research natural areas, and resource protection as man be necessary(?) to meet the goal of this management prescription." Further more, the "mitigation" provisions called for in the South Fork Special Management Area leave one breathless. On the one hand, this section professes to protect the anadromous fish in the South Fork of the Salmon River and yet fails to acknowledge that continued large scale sediment removal renders much of this river biologically damaged.

That section which addresses roads is absurd and fails the test of good faith bargaining! To allow a 100 foot right of way corridor into a wilderness on the mere prerequisite that a four wheel vehicle can travel upon such a "parallel track" is offensive. To suggest such a simplistic condition for mechanical penetration of a wilderness boundary is to make a mockery of the purpose and meaning of wilderness.

The section on State Water Allocation Authority is unacceptable because it denies the legal assurance of water to a wilderness area. This section warrants scrutiny on a national level as it may have more of an impact on states other than Idaho. Again, the real intent of this section does not go unnoticed.

I strongly urge that much of the language contained in this draft legislation be removed. I say this because a substantial amount of the language deals in setting terms and conditions for the conduction of resource management not normally carried on within a wilderness area. In other words, put the references to allowed timber sales back into the Forest Plans since timber sales will not occur within the boundaries of a proposed wilderness area. Also, remove such conditions and stipulations such as the sections dealing with State Water Allocation Authority and Roads.

Respectfully,

Senator McClure. Thank you. Thank you, ladies and gentlemen. I appreciate it. If Art Manley, Lourdes Fuentes-Williams, Richard Schumacker, Robert Hanson, H.C. Studer, Bob Boeh, Joe Dobson, and Velma Gaine will please take their seats at the tables.

And the following people would please come up to take their place on the platform at the rear. Virginia Crane, Mike Satterwhite, Elizabeth Harper, Barry Rosenberg, Thomas Townsend, Herb McDowell, Ray Kresek and Cliff Todd.

Art.

STATEMENT OF ART MANLEY

Mr. Manley. My name is Art Manley. I live at 1109 Eleventh Street, Coeur d'Alene, where I have lived for the past 40 years or more.

I want to thank particulary Senator McClure and Governor Andrus for taking their time out to come and meet with us on this very devisive issue. I appreciate very much their involvement in this issue in an attempt to find middle ground.

I have backpacked and hiked many areas over much of Idaho, but I am limiting my comments generally to the Panhandle, the area I know best. In general, I agree with the areas proposed for wilderness, Selmo-Priest, Selkirk Crest including Long and Parker Canyons, Scotchman Peak, Kelly Creek and Cayuse Creek.

I appreciate very much the expanded Mallard Larkns, but question the omission and new concept of special management areas. I reserve comment on boundaries of this area until early summer when I can once again get into the area. I guess this is aptly named the Idaho Forest Management Act of 1988 because it goes much beyond simply designated wilderness areas.

When the Act creates a new concept of special management areas, and even goes beyond that to decree that in some areas they shall be a specific volume of timber sales in excess of the established forest plan, this, it seems to me, is a defacto amendment for a specific area to the long-standing Multiple Use Act and the Forest Management Aat.

This would be forest management by political decree replacing the historic concept of proposed perpetual management.

I support the proposed protection of some of the old cabins, et cetera, and new wilderness areas. We have gone too far in the other direction to create simon-pure wilderness. I have strong reservations about automatically eliminating every old abandoned Jeep trail from possible wilderness designation and can see many problems arising from this.

Finally, I have very serious concerns with Section 201 of the Act which seems to close off any and all court review for such plans and management of all lands not specifically designated as wilderness in this bill. Thank you.

[The prepared statement of Mr. Manley follows:]

Coeur d'Alene, Idaho
March 12, 1988

Senator Dale Bumpers, Chairman
Subcommittee on Public Lands
Dirksen Office Building
Washington, D.C. 20510

Dear Senator Bumpers and Committee members:

My name is Art Manley, I reside at 1109 11th St., Coeur d'Alene, Idaho, was born in Coeur d'Alene and have lived here most of my life. I am speaking for myself only today and ask that this statement be held in the hearing record re the proposed Idaho wilderness bill.

Hiking and backpacking have been hobbies of mine for many years and in the course of those years it has been my good fortune and pleasure to see much of my native state in that fashion--from the Selkirk Mountains near the Canadian border to some of the more southerly areas such as the Sawtooths and White Clouds. However, even those experiences have been necessarily limited in scope and I claim no expertise in the mattems of wilderness, forest and fish and game management.

With that understanding, and in consideration of my limited knowledge of most of the state, and also considering time restraints for this statement, I will limit my comments generally to the Panhandle area, the region that I know best.

First, let me say that I fully appreciate the complexity of Idaho's forest management problems and the virtual impossibility of satisfying the legitimate but fiercely competitive positions of the various interests. And therefore I appreciate all the more the efforts of Gov. Andrus and Sen. McClure to try to write a bill that can attract majority support to resolve this very divisive issue.

On the positive side, from my point of view, I am generally pleased with the recommendations for wilderness of Idaho's portion of the Salmo-Priest Wilderness, the Scotchman Peak area and the Selkirk Crest, including Long Canyon and the smaller neighboring Parker Canyon.

I have mixed emotions regarding the proposed new Mallard-Larkins area. I am pleased to see the proposed additions to the present Pioneer Area; for example the Five Lakes Butte and Elizabeth Lakes areas. But I am sorry to see the omission of the Snow Peak area, home of one of Idaho's largest goat herds, though I realize the complications in this situation presented by checkerboard ownership patterns.

Finally, I am generally pleased to see the Kelly Cr.-Cayuse Cr. portion of the Great Burn area in Wilderness. This is super habitat for both fish and big game. I recall with fond memories a back-pack trip into the Hanson Meadows of Kelly Cr. a number of years ago when we spooked a herd of probably 60 elk which had been enjoying wallows there.

I do want to state, however, that I am not comfortable with the proposed boundaries. It is difficult to identify the various streams, ridges, etc. from the maps I have seen. Moreover, I always like to view a disputed area, particularly such as Mallard-Larkins, personally and preferably on foot before making specific commitments. I will attempt to get back into that area and send in an additional statement as soon as weather permits.

But I have some serious concerns with the bill as presently written other than boundaries and I can see why the bill is titled the "Idaho Forest management Act of 1988." Instead of being a traditional wilderness bill simply designating certain areas to be managed as wilderness, this bill in several instances removes the forest management function in some non-wilderness areas from the professional, trained employees of the U. S. Forest Service and dictates specific increases in board feet allowable sales in specific areas above and beyond the figure already established in the forest plan. In other words this bill in effect repeals the long-standing "Multiple Use Act" and the "Forest Management Act." This bill replaces professional forest management with political decree. This is a totally new concept, at least in Idaho, and is simply unacceptable.

Similarly, the proliferation of special management areas throughout this bill is in effect a repeal of the Multiple Use and Forest Management Acts in respect to those areas. I assume the intent in using these special management areas is to effect a compromise intended to satisfy both sides of the wilderness issue. In fact I suspect that it satisfies neither side. It would seem to me to be better to amend the two Acts mentioned above to provide new or additional guidelines for forest management, to provide special protection to fish and game habitat, rather than to substitute political for professional management in certain specific areas.

I applaud efforts in the bill to put the brakes on the willy-nilly destruction of old cabins, etc. in wilderness areas as some of these old cabins have been there so long that they seem almost like a part of the wilderness. Certainly they represent a part of our history that, at least in some cases, could be retained. And they're a pretty handy refuge in a violent storm.

However, I feel that the apparent effort to provide a coexistence between hikers and horsemen on the one hand and motor vehicles on the other in what is essentially wilderness would result in all kinds of confrontations and problems. The idea of taking some old Jeep or wagon trail, for example, even though long abandoned, and then excluding a 100 foot right-of-way from what would otherwise be wilderness--with an attempt to maintain wilderness on the two sides beyond the right-of-way just would be an untenable situation.

Finally, while I appreciate the tremendous amount of honest effort that has gone into the drafting of this bill by Sen. McClure and Gov. Andrus and their staffs I find it seriously flawed particularly in its apparent attempt to make an end run around the present forest management acts and further a similar attempt to eliminate all right of appeal by any aggrieved party through the court system (see Title II, Sec. 201(b) (1) of the act). Even after a second reading of the bill I had hoped that it could be acceptable with only relatively minor adjustments. But the more thoroughly I study this bill the more I am convinced that it needs major surgery. The problems simply go far beyond mere boundary adjustments. I hope that Congress will be able to perform that surgery. A good wilderness bill will benefit all of Idaho.

Respectfully and Sincerely yours,

Art Manley

Art Manley
1109 11th St.
Coeur d'Alene, Id. 83814

cc: Gov. Cedil D. Andrus

Senator McClure. Thank you. Your entire statement, of course, will be in the record.

Lourdes Fuentes-Williams?

Unidentified Speaker. She can't be here today.

Mr. Schumacker.

STATEMENT OF RICHARD SCHUMACKER

Mr. Schumacker. I am Richard Schumacker, proprietor of a small retail business on Main Street in St. Maries, Idaho.

Senator McClure, Governor Andrus, in the haste to dispose of the Idaho wilderness question, decisions were made without complete information as to the total timber volume affected and the economic impact on adjacent dependent communities.

I am referring directly to the Mallard Larkins wilderness proposal. The boundaries that have been established will lock up a 1,600,000,000 board feet of merchantable timber. This declaration of wilderness spells certain economic disaster as whole towns will eventually cease to exist.

The city of St. Maries is critically dependent upon timber supply, 58 percent of its residents and those of surrounding towns depend on the renewable resource of the forest for survival.

Before you send this bill through Congress, I believe it would only be fair to do an indepth analysis of its effects on the economy and more importantly community stability. Community stability is an ambiguous concept. Community stability is defined in economic terms as a stable number of jobs and total income. Timber dependency and community stability cannot be fully evaluated without addressing how employment and income are distributed and fluctuate at the community level.

I believe an evaluation of community stability for these adjacent communities should include the flow and distribution of total income. The potential loss of income to specific communities from reduced timber supply is the important issue.

The projected loss of jobs and income must be focused upon in order to adequately assess their importance.

The way the Idaho wilderness bill is presently written, it gives the Idaho State agencies veto power over the U.S. Forest Service in the State of Idaho. This ultimately gives Idaho's governor absolute power over all of the wilderness and special use areas in the state, removing the constitutional balance and decision-making ability heretofore processed by the U.S. Forest Service.

With 3,900,000 acres of wilderness already in Idaho, more than any other state, why do we need more? Thank you, gentlemen.

Senator McClure. Thank you very much.

Robert Hanson.

STATEMENT OF ROBERT D. HANSON

Mr. Hanson. I am Robert Hanson from Medimont, Idaho. And I wonder if I can ask before I make the statement if certain errors have been cleared up regarding the Mallard Larkins special management area? That is, that the prospective bill shows six names and the map shows five, and two of the names in the text referred to one management area. One does not have a name, and one, Bacon Creek, is right in the heart of the wilderness. So that should be cleared up.

Governor ANDRUS. Are you talking about where Isabella Creek intrudes from into the middle?

Mr. HANSON. That is the one that I recommended.

Governor ANDRUS. That is not included in the wilderness proposal.

Mr. HANSON. Right. I do not know. I thought that surely would have been brought up by now. I did not want to take my time on the statement, but it is——

Okay. On page 11, the areas are composed of Foehl Creek, that is on the western side, Lewis Osborn Creek, on the southwestern, Bear Creek is a tributary of two creeks, Skull Creek and Copper Creek, and that is on the south side. Bacon Creek is right inside the wilderness. And Yankee Point and Neversweat are on the eastern portion of the part that is north of Gospel Hill Road. And then turning to Skull Creek, Copper Creek is just north of the Gospel Hill Road.

Governor ANDRUS. Let me make some suggestions so that we do not delay the Senator's hearing with that. As soon as this panel completes, I will have a staff person sit with you, but you have used examples like Bear Creek and others which you find that run from a special management area into a wilderness area and vice versa.

Mr. HANSON. Well, there's one special management area——

Governor ANDRUS. Well, let us take care of that part after you do your testimony.

Mr. HANSON. There are some good things about the Idaho Forest Management Act, such as the Selkirk Crest and many of the other proposed wilderness areas. But I want to mention some other things. The Mallard Larkins, the Yankee Point Neversweat management area should be returned to wilderness as in the Idaho Panhandle National Forest Plan.

After Isabella Creek, and about 4,500 acres including the Heritage Cedar Grove should also be added to close the gap that has always existed in the present Mallard Larkins Pioneer area.

In the Kelly Cayuse area, I prefer the Clearwater National Forest Plan which better matches the proposed Hoodoo wilderness in the Lolo National Forest in Montana.

Well, White Cloud proposal is just over two-thirds of that in the 1984 Idaho Forest Management Act, and only about half of the wilderness recommended by the Sawtooth National Forest Plan. That should be expanded, I believe.

The Pioneer area excluded, in large part, the rest of the wilderness area recommended by Challis National Forest.

The Borah wilderness is only half that proposed by the Challis National Forest. I would trade the omitted half for an equal amount of wilderness in the North Lemhi, which I think is a most deserving area that has been left out of this Act.

[The prepared statement of Mr. Hanson follows:]

FOR THE HEARING RECORD

Robert D. Hanson
Rt. 1, Box 46
Medimont, ID 83842

March 12, 1988

The Honorable James McClure
U.S. Senate
Energy and Natural Resources Committee
Washington, D.C. 20510

Subject: Idaho Forest Management Act of 1988

Dear Senator:

Reviewing the Idaho Forest Management Act (IFMA) of 1988 is almost like reviewing the management plans of all the national forests in Idaho all at once, an overwhelming task. It would have helped if the copies of the IFMA and maps provided had been devoid of simple errors such as the mismatching and misnaming of special management areas in the Mallard-Larkins area. A greater review problem was the change of proposed wilderness area boundaries from those in the management plans of the various forests, often for no apparent reason.

Overall, I find much that is good in this plan. The total wilderness acreage approaches the amount I advocate. I have no comment on twelve of the proposed wilderness areas, though in a few cases their selection over other candidates puzzles me. Major boundary revisions should be made in four areas: Mallard-Larkins, Kelly-Cayuse, White Cloud, and Pioneer. Additionally I recommend four more wilderness areas totaling about 87,000 acres or more, with top priority to North Lemhi. There are also a few weaknesses in the text of the bill. First, here are comments on specific areas.

Selkirk Crest Wilderness and Bonners Ferry Special Management Area (SMA): The map shows SMAs both north and east of proposed Selkirk Crest wilderness, but the 89,800 acre area must be for the northern SMA only. Specifying the minimum allowable sales quantity for a district and a forest is a bad policy, especially when the figures exceed the Forest Service's estimates. The additional 3.5 million board feet annually is only 1-1/4 percent of the entire Idaho Panhandle National Forest (IPNF) allowable sales, but is an 8-3/4 percent increase for the Bonners District and a much greater increase for the 89,800 acre northern SMA if it alone is to provide the additional logs, since this SMA is less than one-third of the Bonners Ferry District.

As to the Selkirk Crest Wilderness, the proposed legislative land exchange area gives vitally-needed width to the wilderness, without which the long thin crest zone would have fine motorless recreation but even less seclusion than in this plan. For seclusion and variety of habitat, this wilderness needs Long Canyon, and with Long and Parker canyons the wilderness has great diversity. Someone suggested that Parker Canyon be used as a forest management laboratory to compare water quality results of forest management methods with water quality of Long Canyon Creek. If any tradeoffs are needed for this wilderness, this use of Parker Canyon might be

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considered, though I favor its inclusion as wilderness.

Mallard-Larkins Wilderness and SMAs: Five SMAs are shown on the map while six are named. Two of the names, Bear Creek and Skull Creek-Copper Creek, apply to the same SMA south of the wilderness and west of the Gospel Hill road. Bacon Creek should not be the name of a SMA because Bacon Creek is deep in the wilderness, west of Bacon Peak and south of the St. Joe River. Apparently unnamed is the SMA north of Surveyors Ridge, in the Canyon Creek-Buck Creek-Papoose Mountain-Papoose Creek area. These areas are nothing compared to what has been done to the Mallard-Larkins Wilderness. Changes needed are:

(1) Change the Yankee Point-Neversweat SMA back to wilderness, as in the IPNF management plan, to protect the 5 miles of St. Joe Wild River from Bean Creek up to Heller Creek that could be adversely affected by the SMA. This would put about 20,000 acres back in the wilderness. As a minimum, the wilderness in this reach should include the lands and creeks draining directly to the St. Joe Wild River from the end of the road above Spruce Tree Campground upstream to Heller Creek. This compromise would leave in the SMA the drainages of Bedrock Creek and Line Creek near Red Ives, and the area from the Heller Creek-Neversweat Peak-Yankee Peak trail east to the wild river zone, about 5,000 acres, putting 15,000 acres back in the wilderness.

(2) The upper Isabella Creek drainage, recommended for wilderness in the Clearwater National Forest management plan, must be added to the wilderness to close the gap in the Mallard-Larkins Pioneer Area horseshoe shape and protect the Heritage Cedar Grove. Without this addition, logging could be permitted up to the heart of the wilderness, less than 1 mile from Mallard Peak. Hikers on the ridge between Mallard Peak and Black Mountain in the Pioneer Area could see logging roads and clearcut operations between themselves and Goat Ridge on the western side of the Pioneer Area. This was a major oversight of the 1984 IFMA and it has persisted in spite of the Forest Service's recommendation to close the gap. Only about 4,500 acres is needed in additional wilderness.

If acreage compromises are needed, I would look first at these areas which I consider less essential to Mallard-Larkins wilderness than the other areas: the Copper Creek basin, unless it is of special importance for elk range or migration, and the area east of the Gospel Hill road. The latter area would be given considerable protection by the forest management plans which call for the St. Joe NF portion to be semiprimitive recreation and wild river management, and the Clearwater NF part virtually all "C8S" and "US" (US being unsuitable for timber management).

Kelly-Cayuse Wilderness, Cook Mountain SMA, and East Weitas SMA: The simplest summary of my analysis is that I think the Clearwater NF management plan is preferable, particular by providing a better match with the proposed Lolo NF portion of the Hoodoo wilderness. I think the final Clearwater NF plan is generally good, and don't understand why so much effort was put into the IFMA alternative.

A possible tradeoff from the Clearwater NF plan might be removal of lower-elevation lands from proposed wilderness in the Short Point-Goose Ridge area in the northern part and lower elevation lands in the Crooked Fork Creek basin in the southeast part of the Clearwater NF-planned wilderness, lands totaling about 18,000 acres.

BEST AVAILABLE COPY

White Cloud: The 1988 IFMA, with 100,200 acres White Cloud Wilderness, has much less wilderness than the 1984 IFMA which proposed 145,970 acres. The Sawtooth NF recommendation was 190,350 acres. I recommend the Sawtooth NF plan. At the very least, the western arm should be expanded to a minimum width of 2 miles wherever possible and extended to take in the South Fork of Champion Creek, and the northwestern end should be expanded to include upper Casino Creek, Casino Lakes, and Martin Creek. The IFMA completely eliminates the 34,000 acre portion of Boulder/White Clouds wilderness in the Challis NF.

Pioneer Mountains Wilderness: The boundaries in the Challis NF part of the IFMA wilderness differ greatly from the boundaries in the Challis NF management plan. The IFMA includes more low-level lands on the north perimeter but deletes virtually all the wilderness that is east of Wildhorse Creek and north of the Custer/Blaine County line in the Pyramid Peak-Fall Creek area. Addition of 7 sections farther south in the Muldoon Canyon area does not make up for the loss of high-quality wilderness in the Pyramid Peak-Fall Creek area. The Pyramid Peak-Fall Creek area should definitely be included. The Challis NF plan is far better than the IFMA. IFMA boundaries in the Sawtooth NF part roughly approximate the Sawtooth NF plan wilderness. Total acreage in the Sawtooth and Challis NF recommendations for Pioneer Mountains wilderness is about 109,900 acres, or 5,700 acres less than the IFMA proposal, but the Forest Service proposals are for superior wilderness.

Borah Peak: The proposed 54,500 acre wilderness is basically the north half of the 119,000 acre wilderness proposed by the Challis NF. By including Mt. Breitenback, the 1988 IFMA is slightly better than the 1984 IFMA which included only 41,000 acres. A 17,000 acre addition on the west side could bring Swauger Lakes and Castle Peak into the wilderness. I prefer a somewhat larger Borah Peak wilderness but would trade off the missing lower half of the wilderness for an equal North Lemhi wilderness.

WILDERNESSES THAT SHOULD BE ADDED TO THE IFMA:

(1) North Lemhi, 35,000 to 140,000 acres. In my review of the Challis and Salmon NF proposed forest plans I recommended a North Lemhi wilderness of from 72,000 to 140,000 acres. Because of the wide distribution of attractive features, mountains, meadows, streams andlakes, there is wide latitude for selection of wilderneww boundaries to achieve a compromise between commercial uses, motorized and nonmotorized recreational uses. A wilderness as small as 35,000 acres would be feasible, from Coral Creek and Morse Creek (Trail 118) north to and including Buck Lakes. This would be sacrificing quantity of potential wilderness in the rest of the Lemhis for a small but high-quality North Lemhi wilderness. Existence of a designated wilderness would bring some additional recreationist business to the nearby communities, while changing forest management and uses very little.

(2) West Big Holes in the Salmon NF. About 21,000 acres would provide a 2 mile wide zone along the crest of the Beaverhead Mountains contiguous with proposed wilderness in the Beaverhead NF in Montana.

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(3) Cache Peak in the Sawtooth NF. It is well-qualified for wilderness, being an isolated peak with unusual flora for its area, good recreation opportunities, and with no other national forest land in Idaho for over 100 miles which is as well qualified for wilderness. I recommend a wilderness of 12,000 acres.

(4) Selway-Bitterroot Additions. A total of 18,500 acres in three areas as recommended by the Clearwater NF plan.

QUESTIONS ON IFMA GENERAL PROVISIONS:

page 14, line 16, (ii): Prevention of sedimentation is much easier and effective than removal of sediment after it gets in the stream. Sediment removal from a long reach of stream is nearly impossible.

page 15, line 22, (vi): In many cases, the main sedimentation problem will not commence in the same year as the timber harvesting. Many problems will not be fully revealed until a particularly heavy storm strikes or until there are timber harvest operations uphill from the site which drain across the site.

page 21, line 14: Change "shall" to "may", and qualify the statement to conform predator control methods to current regulations.

page 26, line 25, Sec. 309. (a): This section is entirely too permissive and broad. First, it allows too many four wheel drive tracks to qualify as roads though they are not considered roads by the Forest Service, loggers, or adjacent landowners. There are tracks all over many popular recreation areas, left by slobs and unthinking drivers. A personal observation was that last year when we had our land logged, several people drove through the gate, past the slash pile, and tried to see how far up the hill they could drive. Someone in authority in the Forest Service has to decide whether a track is a road or not. Also, a road does not necessarily need 50 feet to each side; many county roads here are barely wide enough to pass on and forest roads require turnouts to pass. Some primitive roads shown on Forest Service maps are nothing but undeveloped trails. The presence of undeveloped, primitive roads should not prevent inclusion of an area, or of those roads, in wilderness.

Yours sincerely,

Robert D. Hanson

BEST AVAILABLE COPY

Senator McClure. Mr. Hanson, your time has expired, the entire statement will appear in the record.

H.C. Studer.

STATEMENT OF H.C. STUDER, BOUNDARY COUNTY FARM BUREAU

Mr. Studer. I am H.C. Studer, excuse my voice, I am a hog farmer from Boundary County, Idaho, Bonners Ferry.

I am addressing the wilderness bill as a resident of Boundary County.

I would go on record as being against the wilderness bill because of its effect on Boundary County economically and recreationally. It proposes that 92,840 acres of the 450,000 plus acres of National Forest land in the county to be wilderness with restricted access and use.

That represents 20 percent of the National Forest in this county for limited use. That is taking away 20 percent of the renewable resources in this county that plowed $200 to $300 per thousand board feet of lumber cut into the local economy.

Also, you are taking 20 percent of general public access for recreation of all types and hunting from the residents and visitors to this county. This is also detrimental to our county economy.

It seems that for the last 50 years plus the multiple use management by the Forest Service has been successful and productive for the lumber industry, the wild life and fisheries, snowmobiling, motorcycling, horseback riding, hiking, four-wheel drive vehicles, and hunting. Each type of activity had a place to go dictated by terrain and road access. The point is, everybody could use it.

I am willing to concede that there are pristine and primitive areas that we need to maintain and preserve throughout our state. In our country, as a whole, I would think—in our county, I would think that ten percent of our National Forest ground would be a great plenty of wilderness, that would be 45,000 acres.

It has been researched and found that there is between 4,000,000 and 5,000,000 acres of wilderness area—in the Tri-State area—within an easy day's drive of the Bonners Ferry, Coeur d'Alene, and the Spokane area. I would think that would be plenty for the number of environmentalists we have that want to hike in our wilderness areas of Idaho and Montana.

Senator McClure. Thank you very much.

Bob Boeh.

STATEMENT OF BOB BOEH, PLUM CREEK TIMBER CO.

Mr. Boeh. My name is Robert Boeh and I am the manager of the Coeur d'Alene unit for Plum Creek Timber Company.

Plum Creek Timber Company feels it is time to resolve the wilderness question in Idaho and commends Senator McClure and Governor Andrus in their efforts to accomplish this.

Plum Creek has ownership interest included within the Selkirk Crest and Mallard Larkins areas. We are a willing seller and prefer that the government purchase our impacted interest which amounts to approximately 18,747 acres.

We define impacted as either within, adjacent to, or with a transportation system that would be affected.

Attached to my testimony is a suggested amendment which provides language to accomplish this.

We feel that it is critical that the language that creates the wilderness and special management areas also provides the private land owner with the opportunity, if we need it, to be taken out of these areas, so that their interests are protected as well as the public interests. Thank you very much.

[Attachments follow:]

Proposed Amendment
to
S 2055

Add a new Section 307(b) which reads as follows:

> (b) With respect to the following described lands owned by Burlington Northern Railroad Company which are within or adjacent to certain areas designated in sections 102 and 103 of this Act, the Secretary of Agriculture is authorized and directed to purchase said lands for a total purchase price of $____________, if Burlington Northern Railroad Company offers acceptable title to said lands within ninety (90) days following enactment of this Act;

PRINCIPAL MONTANA MERIDIAN	ACRES
Township 63 North, Range 3 West	
Section 17; North half	320.00
Section 21; North east quarter	160.00
Township 43 North, Range 6 East	
Section 23; East half, southwest quarter	480.00
Section 25; All	640.00
Township 42 North, Range 7 East	
Section 1; Lots 1, 2, 3, 4, south half north half, north half south half, southeast quarter southeast quarter	522.12
Section 3; Lots 1, 2, 3, 4	167.32
Township 43 North, Range 7 East	
Section 11; All	640.00
Section 13; All	640.00
Section 15; All	640.00
Section 17; All	640.00
Section 19; All fractional	581.40
Section 21; All	640.00
Section 23; All	640.00
Section 25; All	640.00
Section 27; All	640.00
Section 29; All	640.00

Section 31;	Lot 1, east half northwest quarter, northeast quarter, north half southeast quarter, northeast quarter southwest quarter	
Section 33;	All	385.56
Section 35;	All	640.00
		640.00

Township 42 North, Range 8 East

Section 7;	Lot 1, east half west half, east half	517.27

Township 43 North, Range 8 East

Section 3;	Lots 2, 3, 4, southwest quarter northwest quarter	156.48
Section 5;	All fractional	637.28
Section 7;	All fractional	624.56
Section 9;	West half west half, southeast quarter southwest quarter, south half southeast quarter	280.00
Section 11;	All	640.00
Section 13;	All	640.00
Section 15;	All	640.00
Section 17;	All	640.00
Section 19;	All fractional	626.68
Section 21;	All	640.00
Section 31;	All fractional	629.96

Township 44 North, Range 8 East

Section 27;	Southwest quarter southwest quarter	40.00
Section 29;	South half north half, south half	480.00
Section 31;	All fractional	618.08
Section 33;	All	640.00

Add a new Section 310 which reads as follows:

"Section 310. There is hereby authorized to be appropriated to carry out the provisions of Section 307(b) of this Act the sum of $__________________."

DMN:lmj
3/1/88

Senator McClure. Thank you very much.
Joe Dobson.

STATEMENT OF JOE DOBSON, IDAHO CATTLE ASSOCIATION

Mr. Dobson. Senator McClure, Governor Andrus, Representative Craig, I am Joe Dobson of Coeur d'Alene, Chairman of the Idaho Cattle Association's research and education committee, speaking for the Idaho Cattle Association and on behalf of the 20,000 Idaho cattle families who produce more than one-half the cash receipts generated by our agricultural economy. Thank you for this opportunity.

The Idaho Cattle Association, by formal policy, "opposes any additional wilderness designation." We oppose Senate Bill 2055 in particular and any bill that creates additional wilderness. We believe Idaho's livestock industry is already threatened by the management policies in practice on the 3,800,000 acres of wilderness we have now.

For example, grazing language in Senate Bill 2055 is almost identical to that in the Wilderness Act of 1964. The language in both purports to protect grazing, but in practice has failed miserably. U.S. House report 96-1126, cited in a wilderness management policy guide published by the Interior Department in 1981, offers proof,

> During the 95th Congress, Congressional Committees became increasingly disturbed that, despite the grazing language of the wilderness acts, National Forest administrative regulations and policies were acting to discourage grazing in wilderness, or unduly restricting on-the-ground activities necessary for proper grazing management.

Senate Bill 2055 would do nothing but compound the existing threat to Idaho's agricultural economy by increasing the acreage on which—by Congress's own admission—livestock grazing is discouraged or restricted.

Further, Senate Bill 2055 creates management policies for proposed new wilderness in direct conflict with regulations for existing wilderness.

[The prepared statement of Mr. Dobson follows:]

PRESIDENT
Eric Davis, Bruneau

PRESIDENT-ELECT
Tom Shaw, Caldwell

EXECUTIVE VICE PRESIDENT
Gary Glenn, Boise

NCA
NATIONAL CATTLEMEN'S ASSOCIATION

ICA

Idaho Cattle Association

2120 AIRPORT WAY

SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS, AND FORESTS
Coeur d'Alene, Idaho March 12,1988

JOE DOBSON, COEUR D'ALENE, IDAHO CATTLE ASSOCIATION

SENATOR McCLURE, GOVERNOR ANDRUS, I AM JOE DOBSON OF COEUR D'ALENE, CHAIRMAN OF THE IDAHO CATTLE ASSOCIATION'S RESEARCH AND EDUCATION COMMITTEE, SPEAKING FOR THE IDAHO CATTLE ASSOCIATION AND ON BEHALF OF THE TWENTY THOUSAND IDAHO CATTLE FAMILIES WHO PRODUCE MORE THAN HALF THE CASH RECEIPTS GENERATED BY OUR AGRICULTURAL ECONOMY. THANK YOU FOR THIS OPPORTUNITY.

THE IDAHO CATTLE ASSOCIATION, BY FORMAL POLICY, QUOTE, "OPPOSES ANY ADDITIONAL WILDERNESS DESIGNATION," UNQUOTE. WE OPPOSE SENATE BILL 2055 IN PARTICULAR AND ANY BILL THAT CREATES ADDITIONAL WILDERNESS. WE BELIEVE IDAHO'S LIVESTOCK INDUSTRY IS ALREADY THREATENED BY THE MANAGEMENT POLICIES IN PRACTICE ON THE 3.8 MILLION ACRES OF WILDERNESS WE HAVE NOW!

FOR EXAMPLE, GRAZING LANGUAGE IN S. 2055 IS ALMOST IDENTICAL TO THAT IN THE WILDERNESS ACT OF 1964. THE LANGUAGE IN BOTH PURPORTS TO PROTECT GRAZING, BUT IN PRACTICE HAS FAILED MISERABLY. U.S. HOUSE REPORT 96-1126, CITED IN A WILDERNESS MANAGEMENT POLICY GUIDE PUBLISHED BY THE INTERIOR DEPARTMENT IN 1981, OFFERS PROOF...

BOX 15397 • BOISE, IDAHO 83715 • [illegible] 343-1615 or 344-9482

QUOTE, "DURING THE 95th CONGRESS, CONGRESSIONAL COMMITTEES BECAME INCREASINGLY DISTURBED THAT, DESPITE THE (GRAZING) LANGUAGE...OF THE WILDERNESS ACT..., NATIONAL FOREST ADMINISTRATIVE REGULATIONS AND POLICIES WERE ACTING TO DISCOURAGE GRAZING IN WILDERNESS, OR UNDULY RESTRICTING ON-THE-GROUND ACTIVITIES NECESSARY FOR PROPER GRAZING MANAGEMENT," UNQUOTE.

S. 2055 WOULD DO NOTHING BUT COMPOUND THE EXISTING THREAT TO IDAHO'S AGRICULTURAL ECONOMY, BY INCREASING THE ACREAGE ON WHICH -- BY CONGRESS's OWN ADMISSION -- LIVESTOCK GRAZING IS "DISCOURAGED" OR "RESTRICTED".

FURTHER, S. 2055 CREATES MANAGEMENT POLICIES FOR PROPOSED NEW WILDERNESS IN DIRECT CONFLICT WITH REGULATIONS FOR EXISTING WILDERNESS. DO WE NEED MORE CONFUSION -- FOR ADMINISTRATORS AND USERS ALIKE -- FROM TWO CONFLICTING SETS OF RULES? WE DO NOT, BUT PERHAPS THEREIN LIES THE TRUE "COMPROMISE" SOLUTION FOR IDAHO'S WILDERNESS DEBATE.

THE IDAHO CATTLE ASSOCIATION ABSOLUTELY OPPOSES S. 2055 BECAUSE IT LOCKS UP ANOTHER TWO MILLION MORE ACRES. HOWEVER, WE CONSIDER MANAGEMENT POLICIES OUTLINED IN S.2055 AN IMPROVEMENT OVER THOSE NOW IN PRACTICE ON EXISTING WILDERNESS, WITH WHICH THEY CONFLICT -- FOR EXAMPLE, S. 2055's BAN ON RESERVED FEDERAL WATER RIGHTS AND BUFFER ZONES, ITS DEFINITION OF ROADS, AND ITS PROTECTION OF MOTOR VEHICLE USE, WATER DEVELOPMENT, AND PREDATOR CONTROL. IF THESE POLICIES WOULD BE GOOD FOR NEW WILDERNESS, THEY OUGHT TO BE GOOD ENOUGH FOR EXISTING WILDERNESS.

WHILE WE URGE DEFEAT OF S. 2055 AND ANY DESIGNATION OF ADDITIONAL WILDERNESS ACREAGE, THE IDAHO CATTLE ASSOCIATION URGES CONGRESS TO SUBMIT THE MORE REASONABLE SECTIONS OF S. 2055 JUST MENTIONED AS AMENDMENTS TO THE WILDERNESS ACT OF 1964. HOPEFULLY, SUCH AMENDMENTS WILL FIX EXISTING PROBLEMS ON EXISTING WILDERNESS, BEFORE YOU INSIST ON CREATING MORE.

Senator McClure. Thank you very much. The attachments to your statement have already been made a part of the record in connection with other testimony and will not be duplicated here. Thank you.

Velma Gain.

STATEMENT OF LILLIAN VELMA GAIN

Ms. Gain. I'd like to preface this saying that you two or three people have to have the brains of Solomon and the faith that you have to have Mother Nature working with you.

If you have had an awful lot thrown at you this morning, as Joe Albertson said, he could always hire people to give him facts but he needed people to use them. So I am going to read the few things I have to say.

First, I find after reading the McClure-Andrus wilderness bill, I am distressed at the lack of forethought on the imminent loss of one of the last wilderness areas of the National Forest. I was reared in Wisconsin and call your attention to the disastrous effect of the poor logging practices in northern Wisconsin, upper Michigan and Minnesota done in the mid-1850's to the end of the 1890's.

Now, more than 100 years have passed and the forests have not grown back. They have not been reseeded or reforested and are a complete loss. The soil does not support agriculture as many farmers have learned.

I have lived and owned property in the Coeur d'Alene area for 30 years and have camped, hunted, fished, and enjoyed the Avery, Mallard Larkins area. My son worked for the U.S. Forest Service during summer vacation while attending school, and the family spent much time there. We canoed and fished the St. Joe when the water was clear and supported the fisheries. Now, due to poor logging and roading practices, the St. Joe is a mud flow.

Since the U.S. Forest Service has done much work, studies and monies, why not listen to them? The National Forests belong to all the people of the U.S., from the east coast, midwest, deep south and west to the Pacific, Alaska and Hawaii.

Since it has been proven that it is not possible to manage and retain the forests by logging, why does not the U.S. Congress find the solution? Why not charge all users a fee? Increase the grazing fees, anyone using the forest for hiking, fishing, hunting, camping and photography should all pay to use. Or have the owners of the National Forest, which is all of the United States, support it.

Thank you very much.

Senator McClure. Thank you very much. Ladies and gentlemen, the applause, while I understand your desire to express approval or disapproval, may satisfy some emotional urge, it does not help us get the hearing done this afternoon. We may indeed end up with somebody at the end of the list who will be unable to testify at all. I would urge you to withhold, if you can. Thank you, ladies and gentlemen, for your testimony.

Governor Andrus. Mr. Hanson, if you will come with me, I will get that staff person and we will check that out.

Senator McClure. Virginia Crane, Mike Satterwhite, Elizabeth Harper, Barry Rosenberg, Thomas Townsend, Herb McDowell, Ray Kresek, Cliff Todd, please find your seats.

While they are doing that, if the following people would come to the stage. David Boswell, William Egolf, Patricia Froemming, Everett Hagen, Orion Finley, Dale Goble, Ernest Bratley, Dave Caldwell.

Virginia Crane.

STATEMENT OF VIRGINIA CRANE, CLEARWATER OUTFITTERS

Ms. Crane. Governor Andrus, Senator McClure, and Congressman Craig, thank you for the opportunity to give my testimony. My family has operated Clearwater Outfitters in Mallard Larkins for 24 years. As outfitters, we want to thank you for recognizing the outfitting industry with the special language within the bill.

But as business operators and Idahoans concerned with our state's economic future, we want to urge you to reconsider the boundaries for wilderness in the Mallard Larkins.

We have adapted our business continually since 1964 to meet changing regulations and laws. If the bill goes through as is, we expect to lose our business. Wildlife and fisheries habitat needs to be better protected along with the natural character of the area, if we are to be able to conduct our activities which allows individuals from all over the world to enjoy the Mallard Larkins.

Our specific concerns are four spots indicated on the map attached to my testimony. Specifically, Minnesaka, Bear Creek, Isabella, Foehl, and Buck Creek. The total acreage of these four areas is about 30,000 acres. All have been left out of the wilderness and we urge you to add them. These four acres, these four areas, have tremendous effect on the future of the elk resource in our primary hunting area, and the future of the Little North Fork, and Clearwater River fisheries. My written testimony expands on my reasoning.

If losing our needed working environment in the Mallard Larkins forces us out of business, everyone with recreational interests will suffer for the same reasons.

Commercially, we serve the public. All our clients are everyday people from the world over who want to enjoy not only recreational activities, but also the peace, solitude and natural beauty of the area. I feel that if these critical areas are to be roaded and logged, jobs would only be available to loggers for five to ten years. If the timber is able to regenerate, it would be over 100 years before more logging jobs came about in this area. In the same 100 years, recreation and tourism jobs would steadily increase. We are non-destructive users of the natural resources. Tourism is the fastest growing industry in Idaho, and as an Idahoan, I want to see my grandchildren have the opportunity to further develop outdoor recreation in the future. It is up to us to see that they will have enough left to work with. Thank you.

[The prepared statement of Ms. Crane follows:]

CLEARWATER OUTFITTERS
4088 Canyon Creek Road • Orofino, Idaho 83544
(208) 476-5871

Big Game Hunting
Summer Pack Trips
Fishing Trips

North Central Idaho

S.2055 - OFFICIAL HEARING RECORD

March 12. 1988

Testimony presented at North Idaho College.
Coeur d'Alene, Idaho
Leo and Virginia Crane. Clearwater Outfitters

We are concerned about the future of the Mallard-Larkins not only as a business operators, but also as Idahoans wanting to see our state and local area reach a stable economy. We believe Idahoans can no longer be dependent on logging as their major industry. We must diversify and, through long term goals, encourage more non-destructive use of our natural resources.

Idaho is unique among the lower "48" by still having immense tracts of National Forest land. It's up to us, United States citizens, to protect these valuable natural resources for intelligent use now, and for the future generations to come.

The Idaho Forest Management Act of 1988 has tried to meet the needs of many different interest groups and the result has met intense controversy. As outfitters, we are pleased to see special language included to protect certain outfitter practices; but we are stunned at the small amount of acreage that is proposed for wilderness protection. Idaho has more than 9.3 million acres still eligible for wilderness protection. We urge you to protect more than the proposed 13% for the future.

North Idaho tourism cannot afford to lose the integrity of the Mallard-Larkins. The bill protects a total of only 161,000 acres; this tract will most assuredly suffer from the those spots that were recommended, but omitted or classified "C8S".

We're asking you to reconsider and include the "C8S" designated Minnesaka/Bear Creek area, about 2,000 acres. This land is key in the protection of wildlife habitat within the wilderness boundary just to the north. At that location, the wilderness will only be about 4 miles wide. Minnesaka/Bear, as "C8S", will be roaded and that will adversely affect big game in the adjoining narrow wilderness corridor. Numerous studies have shown that opening an area to roads establishes more hunting pressure and a higher kill rate on big game. There is not enough room in the wilderness corridor directly north of Minnesaka to provide adequate big game security.

Commercially, this will devastate some of our best hunting area and threatens to put us out of business.

The Isabella Creek drainage, about 5,200 acres, was left out of the bill altogether and we can't see the sense in that at all. This area is shaped like a oblong peninsula that pokes up into the very heart of the Mallard-Larkins. Roads will reach within a half mile to the precious cluster of glacial high lakes. It also reduces the width of the wilderness to about 2 miles at that point, while including it would double the width. Just one look at the map (attached) would convince you that this spot needs a wilderness designation; as recommended by the U.S. Forest Service and all the conservation groups.

The Foehl Creek area, "C8S", covers about 10,000 acres. The Buck Creek area, "C8S", covers about 14,000 acres. These two spots are of monumental importance to the Little North Fork of the Clearwater, a blue-ribbon fishery and at risk of becoming another disaster like the South Fork of the Salmon. If these areas are roaded and logged, a hard rain is going to see a gully-washer wipe out the Little North Fork as a fishery.

All four of these areas have been left out of wilderness protection: Minnesaka/Bear, Isabella, Foehl and Buck; a combined total of about 31,000 acres. That's only about 2% of the acreage protected as wilderness in this bill -- and it's a critically important 2%. If the Mallard-Larkins is expected to have any enduring significance in north Idaho, it will have to include these four spots and be protected now.

The Mallard-Larkins also needs more of this "boundary acreage" included in the wilderness designation if we expect tourism to have any significance in the future of north Idaho. Aesthetics play an important role in any recreation area. Leaving these four fringe areas out will have a devastating effect on the Mallard-Larkins. The main access trails are on the high ridges which look down on these "C8S" areas and will provide a clear view of logging activity, trucks and roads, not to mention how clearly the high noise level will carry; and this will effectively render the entire western section of the Mallard-Larkins useless as a wilderness area. People are attracted to the wilderness for solitude, peace and natural beauty.

Positive long term goals require responsible long term management, a trait the logging industry has failed to accomplish in managing their privately owned timber lands over the last 50 years. Today they're running out of timber on their own lands and they now expect the Forest Service to make up the difference, often through a deficit timber sale. If Congress and the American people have to subsidize the logging industry by building high-cost roads into these rugged and unstable areas, why not simply turn those funds over directly to the logging companies for distribution to their employees and save these extraordinary mountain forests for the non-destructive use of future generations?

Jobs. We're concerned about long term solutions, not short term remedies. If the four aforementioned areas are opened for logging, which sounds for sure with "C8S", logging jobs will last for 5 to 10 years -- and then the timber will be gone. There would be no more logging jobs available in the area for about 100 years. There's a strong possibility that successful regeneration is not even possible in these areas due to the prevalence of umbrick soil which makes up a large percentage of the Clearwater National Forest. Recreation, on the other hand, can provide an increasing number of jobs throughout the same century.

Our business currently supports three families and provides for a dozen seasonal jobs ranging from 3 to 8 months a year. Over the next decade, we expect to fill as many as 10 more positions and offer more months of employment per year across the board. We anticipate grossing over a million dollars in the next seven years and plan to continue our business on into another generation. We spend our expense money locally and keep 75-85% of our expense money in Idaho. Our clients additionally spend an average of $235.00 each in local businesses before and after their activities with us. We are working with local businessmen to steadily improve tourism dollars spent in our local economy.

Over the long haul, the additional 31,000 acres in Minnesaka/Bear, Isabella, Foehl and Buck added to the Mallard-Larkins wilderness will not only add to the stability of our local economy, but will also serve to protect this magnificent region for future generations. If we don't save it now, it will be lost forever.

> We cannot believe that these 31,000 acres can possibly have tremendous importance to the logging industry as a whole; but to the tourism industry they are of incalculable value.

Looking at the bill overall, we are shocked at what "special management" language can jeopardize. This language would make law out of portions of forests plans that are or will be under appeal, thus denying the public their legal right to improve forest plans. Key grizzly habitat would be at risk in the Panhandle National Forest and water rights would be stripped from all Idaho wilderness areas.

We have been outfitting in the Mallard-Larkins for 24 years; we know the area intimately and have shared it with people from all over the world.

We thank you for the opportunity to testify in this hearing.

Respectfully,

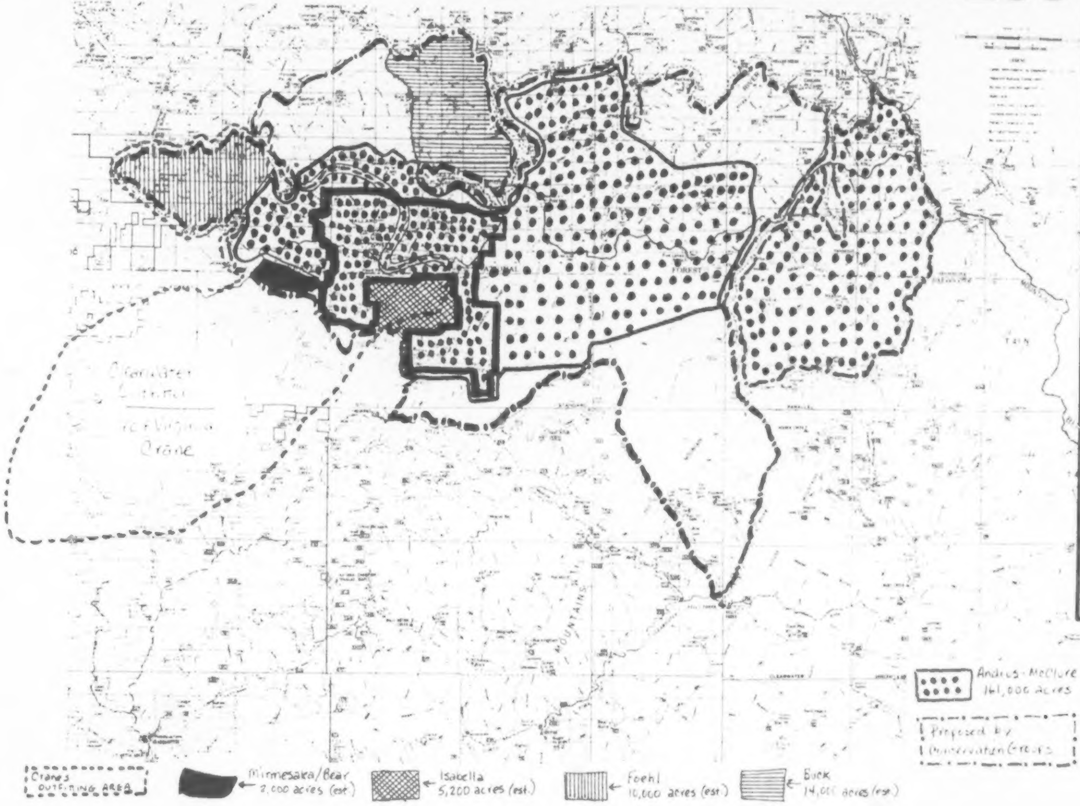
Leo Crane Virginia Crane

Leo Crane and Virginia Crane

S.2055 - Official Hearing Record
Leo and Virginia Crane

Page 5
3-12-88

MALLARD-LARKINS WILDERNESS


Crane
MOUNTAINS
Andrus-McClure 161,000 Acres
Proposed by Conservation Groups
Cranes OUTFITTING AREA
Mimesaka/Bear 2,000 acres (est.)
Isabella 5,200 acres (est.)
Foehl 10,000 acres (est.)
Buck 14,000 acres (est.)

Senator McClure. Thank you very much. Your entire statement will be placed in the record and the map will be in as well.

Mike Satterwhite.

STATEMENT OF D. MICHAEL SATTERWHITE, KELLY CREEK FLYCASTERS

Mr. Satterwhite. My name is Mike Satterwhite and I am here representing Kelly Creek Flycasters. Kelly Creek Flycasters is an organization of more than 56 members and their families residing in Idaho, Washington and Oregon dedicated to the sport of fishing and conservation.

Our namesake, Kelly Creek, and the resources of our region and their welfare and preservation are of great concern to us.

The Andrus-McClure Idaho Forest Management Act of 1988 falls far short of our expectations for the management of the region's National Forests. We are concerned that forest resources will be mismanaged to the extreme detriment of existing and recovering fisheries and habitat in Idaho.

One: Fish and Hungrey Creeks, tributaries of the Lochsa, are critical spawning habitat for wild steelhead and cutthroat trout, recovering from near extinction in the Clearwater drainage. The importance of the wild fish cannot be overstated as a genetic pool for safeguarding future anadromous fisheries of the northwest. These areas must be protected.

The Lewis Clark trail at the head of the Fish Creek drainage should be protected as a national historic site or area, as the last remnant of this national treasure.

White Sand Creek, a tributary of the Lochsa, should be protected as critical spawning habitat.

The Mallard Larkins should be designated a wilderness area under the guidelines recommended by the Idaho Department of Fish & Game.

The South Fork of the Salmon River drainage should be managed such that the spawning habitat of the chinook, steelhead and other salmonids be fully restored to its former vitality prior to logging and mining. The fishery should be enhanced to restore the anadromous fishes which are of great economic and cultural importance to oceanic, coastal, tribal and regional sport and recreational fisheries.

Millions of fish yield many millions of dollars to Idaho and the northwest economy. We must lessen our dependence on hatchery raised anadromous fish and exploit the great resources of our National Forest for fish production.

These objectives can only be achieved by a vigorous and aggressive program of protection and rehabilitation of our riparian habitats.

This concept is not at all incompatible with timber harvest objectives provided that the industry is held accountable for environmental damage and from harvesting in areas of unstable soil, critical habitat and marginally profitable lands.

[The prepared statement of Mr. Satterwhite follows:]

Sen. Dale Bumpers
Senate Energy Committee
Public Lands Subcommittee
Washington, D.C. 20510

Re: S.2055

Dear Senator,

March 10, 1988

As a resident of the State of Idaho I am familiar with many of the areas designated for wilderness, special management areas and timber harvest in the Andrus-McClure "Idaho Forest Management Act of 1988 ". Although the bill is claimed to be a compromise, I believe it is not a compromise, but is in fact a gross abuse of the intent of the Wilderness Act, the National Forest Management Act and the spirit and intent of the "Multiple Use concept".

The forests of this nation are the property of and in the stewardship of the people. This bill considers only local logging and mining interests, and totally ignores the regional needs of fisheries, wildlife and recreation. These must be recognized as equal in importance, both from economic value in Idaho, and to the multi-million dollar annually fisheries of the ocean, coast and tribal lands.

We must lessen our dependence on hatchery raised anadromous fish and exploit the great resources of our National Forests for fish production. These objectives can only be achieved by a vigorous and aggressive program of protection and REHABILITATION of our riparian habitats. This concept is not at all incompatible with timber harvest objectives, provided that the industry is held accountable for environmental damage and prevented from harvesting in areas of unstable soils, critical habitat, or marginally profitable stands.

I would further propose that revenues collected from timber sales and mining operations be subject to a 10% surcharge to be used for fisheries restoration (75%) and wildlife (game and non-game) habitat improvement (25%), in addition to equitable appropriations for this purpose.

The chief problem many concerned individuals have with any legistlation is that they not reverse or supercede any previous legistlation beneficial to the environment and quality of life, and multiple-use philosophies. The overrides provided in this bill set dangerous precedents for the future which are of national importance.

I agree fully with the recommendations of the Idaho Department of Fish and Game, the Idaho Wildlife Federation and other conservation oriented groups in the Northwest. We must have provisions in this bill to protect our economic and environmental objectives. Until that time the Bill is a disgrace to all that is reasonable and prudent in the use of our natural resources!

Sincerely yours,

D. Mike Satterwhite
D. Michael Satterwhite, PhD.
327 Skyline Drive
Lewiston, Idaho 83501
Debra L Ish MBA
Debra L. Ish
327 Skyline Drive
Lewiston, Idaho 83501

Kelly Creek
Flycasters

P.O. Box 2131
Lewiston, Idaho
83501

Sen. Dale Bumpers
Senate Energy Committee
Public Lands Subcommittee
Washington, D.C. 20510

Dear Senator,

3 March 1988

The Kelly Creek Flycasters is an organization of more than 56 members and their families residing in Idaho, Washington and Oregon dedicated to the sport of fishing and conservation. Our namesake,Kelly Creek, and the resources of our region and their welfare and preservation are of great concern to us.

The Andrus- McClure "Idaho Forest Management Act of 1988" (S.2055) falls far short of our expectations for the management of the region's National Forests. We are concerned that forest resources will be mismanaged to the extreme detriment of existing and recovering fisheries and habitat in Idaho.

1. Fish and Hungery Creeks, tributaries of the Lochsa, are critical spawning habitat for wild Steelhead and Cutthroat trout, both only recently recovering from near extinction in the Clearwater drainage. The importance of the wild fish cannot be overstated as genetic pool for safe-guarding future anadromous fisheries of the Northwest. These areas must be protected.

2. The Lewis-Clark Trail at the head of the Fish Creek drainage should be protected as a National Historical Area or Site, as the last remnant of this national treasure.

3. White Sand Creek, a tributary of the Lochsa,should be protected as critical spawning habitat.

4. The Mallard-Larkins Area should be designated a wilderness area under the guidelines recommended by the Idaho Department of Fish and Game.

5.The South Fork of the Salmon River drainage should be managed such that the spawning habitat of the Chinook, Steelhead and other Salmonids be fully restored to its former vitality (prior to logging and mining). The fishery should be enhanced to restore the anadromous fishes which are of great economic and cultural importance to Oceanic , Coastal, Tribal and regional Sport and Recreational fisheries.

6. The language of the Bill should be modified to include true "Multiple-Use" philosophy as mandated by the Congress and the People of the United States. The bill must recognize that the forests of Idaho are a National treasure and major portions must be kept in Trust for future generation to see, live in and enjoy as we have been so priviledged to do.

The Bill does not hold logging and mining interests responsible for the past, present and future damage they have done, are doing and may do to our forest, watershed, riparian habitat, fish and wildlife. This must be corrected.

Sincerely,

Robert L Clark

rt L. Clark, President

Senator McClure. Thank you very much, and the written statement will appear in the record.

Elizabeth Harper.

STATEMENT OF ELIZABETH A. HARPER

Ms. **Harper**. Thank you Senator, and Governor. It is my opinion that the Idaho National Forest Management Act of 1988 should deal strictly with wilderness designation only. Wilderness boundaries are woefully inadequate and too angular, no square corners, please. Out of the 9,300,000 acres in Idaho eligible for wilderness, you have proposed only 1,300,000 acres.

The wilderness proposal should be increased to 3,900,000 acres. Most of these acres are poor growing sites and uneconomical for timber harvest. I support the Idaho wild lands defense coalitions wilderness proposal. Legislating special management areas will deny citizens of the U.S. the right to participate in the forest planning process and deny justice by preventing them from appealing the U.S. Forest Service plans.

It will also set a dangerous precedent by overriding the Endangered Species Act, Clean Water Act, National Forest Management Act, National Environmental Protection Act, 1964 Wilderness Act. Act 2055 turns over unnecessarily the vast majority of Idaho's public resources to the powerful timber lobby; 500,000 acres of water sheds have been badly damaged already on the Panhandle National Forest alone. More wilderness is needed to protect many of Idaho's roadless public treasures for the benefit of clean water, wildlife and recreation.

Your proposal for the Mallard Larkins area will put outfitters out of business who bring $45,000,000 a year to the Idaho economy on a consistent yearly basis.

When the timber harvest is increased on National Forests, it decreases on state and private land because their stumpage prices are higher than those on the subsidized federal land. Thus, jobs are not created, only redistributed.

Sales quantities should not be legislated by Congress. There should not be an additional 3,500,000 board foot allowed on the Bonners Ferry District, as it is not needed for jobs, and would be taken from caribou and grizzly habitat, endangering them.

From now through 1991, it will cost taxpayers $9,450,000 for roads in the Mallard Larkins region alone. Thank you.

[The prepared statement of Ms. Harper follows:]

Elizabeth A. Harper
N. 2520 Post
Spokane, Washington 99205
March 12, 1988

Governor Cecil Andrus
Senator James McClure
Senate Hart Bldg. 309
Washington, D.C. 20510

Re: S.2055 "Idaho Forest Management Act of 1988"

Dear Gov. Andrus and Senator McClure:

Although a resident of Washington, I spend a tremendous amount of my spare time each week hiking the mountains of Idaho. In the summer I do volunteer work for the Bonners Ferry District of the Kaniksu National Forest. Also I repair damage to Idaho State land caused by motorcycles coming from Washington. Year round I pick up litter and bottles from State land. I do alot of backpacking and rafting in alpine lakes in Idaho National Forests, where I also pack out litter. As you can see, I love Idaho and am doing my bit to care for it.

It is my opinion that the "Idaho Forest Management Act of 1988" should deal strictly with wilderness designation only. Congress is beginning to see its mistake of legislating forest management practices on the Tongass National Forest in Alaska. This mistake should not be repeated in Idaho. This act would also affect parts of Washington and Montana.

Legislating "Special Management Areas" will deny citizens of the United States, who own the National Forests, a right to participate in the forest planning process. S.2055 will also deny justice to a broad coalition of public organizations by preventing them from appealing U.S. Forest Service plans for Idaho National Forests. It will also set a dangerous precedent for the United States' National Forest system by overriding the following:

Endangered Species Act
Clean Water Act
National Forest Management Act
National Environmental Protection Act
1964 Wilderness Act

S.2055 Turns over, unecearily the vast majority of Idaho's public resources to the powerful timber lobby. The best growing sites in Idaho are already committed to timber harvest. 500,000 acres of watersheds have been badly damaged on the Panhandle National Forests alone. More wilderness is needed to protect many of Idaho's roadless public treasures from timber industry destruction for the benefit of clean water, wildlife and recreation.

Cecil Andrus
Page 2

Your proposal for the Mallard Larkins area will put outfitters out of business, who bring $45 million a year to the Idaho economy. This is a growing industry which should not be jepardized. Logging Mallard-Larkins will not bring this kind of money to Idaho on a consistant yearly basis.

When the timber harvest is increased on National Forests, it decreases on State and private land, because their stumpage prices are higher than those on the subsided Federal land. Thus jobs are not cre ated by increasing the cut on National Forests, only redistributed. A lower cut on State lands means less money for schools. The 283.5 mbf sale quantity should not be legislated by Congress. There should not be an additional 3.5 mbf sale allowed on the Bonners Ferry District, as it is not needed for jobs, and would be taken from caribou and grizzly habitat, endangering them. 33 mbf sale allowed on the Bonners Ferry District is adequate. Timber sale quantities should not be legislated by Congress, but should be determined by the respective National Forests utilizing public comment. Politics should not dictate sale quantities.

From now through 1991 it will cost taxpayers $9,450,000.00 for roads in the Mallard-Larkins region alone. Over the nest 50 years 20,000 miles of roads are planned for Idaho National Forests. This outragous waste of public funds must stop. Roads should be built only when necessary and economically as in the old days. Forst Service timber prices are also too low per the General Accounting Office. They say 40% of the tracts sold in 1985-1986 were undersold in Idaho and Montana by $16 million. Federal subsidized logging needs to cease.

Wilderness boundaries are woefully inadequate and too angular(no square corners please). OUt of the 9.3 million acres in Idaho elligible for wilderness, you have proposed only 1.3 million acres. The wilderness proposal should be increased to 3.9 million acres. Most of these acres are poor growing sites and uneconomical for timber harvest. I support the Idaho Wildlands Defense Coalitions wilderness propsal, a copy of which is enclosed.

I advise Congress to either radically change S.2055 to set aside Wilderness areas only, or to reject the act entirely. I do not buy the take it or leave it philosophy.

Sincerely,

Elizabeth Ann Harper

Elizabeth A. Harper

Enclosure

Let's Save the Best!

Conservationists are hoping to protect many of Idaho's threatened roadless areas through wilderness designation.

The following map shows areas that have been proposed for wilderness. This proposal, developed by Idaho conservationists, has been introduced in Congress by Representative Peter Kostmayer of Pennsylvania and is entitled the Idaho Wilderness Act. It represents less than half of the 9.3 million acres of wildlands remaining in Idaho's national forests.

Idaho's Panhandle

Rain Forest, Elk and Cutthroat Trout

Containing some of Idaho's most productive wildlife habitat, the Panhandle's wilderness heritage lies before the blade of bulldozer and chainsaw. Over 3,700 miles of road are planned to access timber in the Panhandle over the next ten years, much of it in the last remaining wildland in the region.

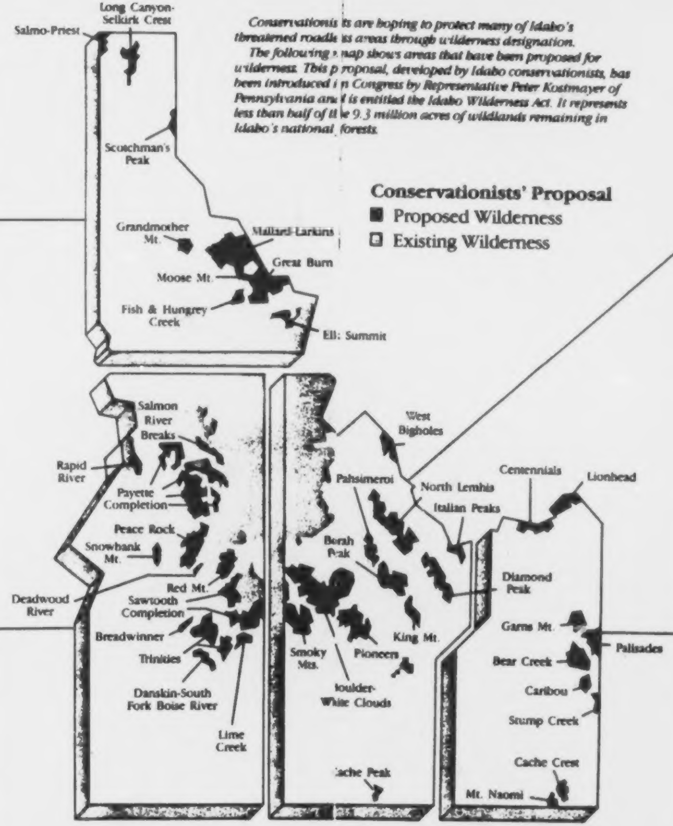
Mallard-Larkins, the largest unprotected piece of wildland left in North Idaho contains nationally significant elk and cutthroat trout populations and the largest mountain goat herd in the region. The **Great Burn** contains the renowned **Kelly Creek** fishery and is a critical elk sanctuary. All tributaries of Kelly Creek need to be protected to ensure the future of this national blue-ribbon trout fishery. The rain forest of **Long Canyon** is the only significant drainage remaining unroaded in the **American Selkirks** (Selkirk Crest), and, together with the **Salmo-Priest**, provide critical habitat for the threatened grizzly bear and the endangered gray wolf and woodland caribou.

Western Idaho

Salmon and Steelhead, Idaho Batholith

This region used to be characterized by the brilliant sparkle of fish as they migrated upstream. Idaho's western region contains some of the most important salmon and steelhead spawning areas in the entire Columbia River drainage. The proposed **Payette Completion** includes **Partridge Creek, French Creek** the **Secesh River** and the famous **South Fork of the Salmon River** systems. All these areas are threatened by logging and roadbuilding activities that destroy spawning habitats. The restoring of anadromous fish runs promise economic growth for the future, but are dependant on saving the spawning areas and wildlands which support them.

Tremendously popular in the Boise area for hunting, fishing and backcountry recreation, the Boise National Forest contains many areas needing wilderness protection including crucial additions to the Sawtooth Wilderness. Other important areas are the **Trinities, Peace Rock** and **Red Mountain**, which offer popular getaways and essential wildlife habitat for elk, deer, mountain goats, and more. Much of this region is part of the Idaho Batholith, a geologic land type subject to destructive soil erosion.


Conservationists' Proposal
■ Proposed Wilderness
☐ Existing Wilderness
Salmo-Priest
Long Canyon-Selkirk Crest
Scotchman's Peak
Grandmother Mt.
Mallard-Larkins
Great Burn
Moose Mt.
Fish & Hungrey Creek
Ell: Summit
Salmon River Breaks
Rapid River
Payette Completion
Peace Rock
Snowbank Mt.
Red Mt.
Sawtooth Completion
Deadwood River
Breadwinner
Trinities
Danskin-South Fork Boise River
Lime Creek
West Bigholes
Pahsimeroi
North Lemhis
Italian Peaks
Borah Peak
King Mt.
Smoky Mts.
Pioneers
oulder-White Clouds
ache Peak
Centennials
Lionhead
Diamond Peak
Garns Mt.
Bear Creek
Palisades
Caribou
Stump Creek
Cache Crest
Mt. Naomi

Central Idaho

Towering Peaks, Basin and Range, and Exceptional Recreation

From Idaho's unique basin and range country spring awesome mountain ranges which rise from valley floors to a high of 12,662 at Borah Peak. The **Lemhi Mountains** offer some of the state's finest wildlife habitat and striking scenery. This ecologically diverse mountain range is threatened by subsidized logging and uncontrolled off-road vehicle use. The **West Bigholes** and the **Italian Peaks** lie on the Continental Divide and are popular both in Idaho and Montana.

The **Boulder/White Clouds** represent the largest potential addition to the wilderness system contained in the national forests of the lower 48 states. Much of this area has been recommended for wilderness, but any acceptable proposal must include the east side of the area which contains important salmon and steelhead habitat. The **Pioneers** offer some of the most stunning scenery in the nation while the **Smoky Mountains** offer the finest elk hunting and fishing in this part of the state.

Eastern Idaho

Yellowstone, Wildlife and Diverse Forests

This region contains essential components of the **Greater Yellowstone Ecosystem** as well as popular recreation areas for the cities of Idaho Falls and Pocatello. These wildlands are characterized by mixed coniferous forest, lush riparian habitat, deep canyons and rugged peaks, all of which abound with elk, deer, goats, and the threatened grizzly bear. Eastern Idaho is an important wilderness resource.

The **Centennials** and **Lionhead** are critical areas in the Greater Yellowstone Ecosystem. The **Stump Creek, Caribou, Bear Creek, Palisades** and **Garns Mountain** areas are essential to the **Palisades-South Fork** of the Snake River ecosystem and all offer fantastic hunting, fishing and other recreation opportunities. The **Cache Crest** and **Mount Naomi** areas are high quality wildlife habitat and a popular Idaho attraction for Utah recreationists. These areas are threatened by oil and gas exploration and irresponsible motorized off-road use.

Senator McClure. The balance of your statement will be placed in the record and the attachments listed also.

Barry Rosenberg.

STATEMENT OF BARRY ROSENBERG, SELKIRK-PRIEST BASIN ASSOCIATION, INC.

Mr. Rosenberg. I want to apologize for not having copies of my statement. My name is Barry Rosenberg, and I am chairman of the Salmo-Priest Association.

The proposal in the Idaho Forest Management Act that timber harvest levels for the Idaho Panhandle National Forest and activities within special management areas demanded by law is contrary to our organization's goal of achieving sensible resource management for the Priest River basin.

This proposed law circumvents current federal law established to protect our national resources and transfers timber management policies from the professional forest planners to politicians. These issues are diverting attention away from the purpose of the bill which is to draw reasonable wilderness boundaries.

Even if Governor Andrus and Senator McClure were to concede this highly controversial point, this bill remains flawed.

One particularly disturbing portion of this bill is that it provides for the removal of established wilderness areas and forbids increase of additional areas. Wilderness areas should be set aside once and for all and should not be subject to economic and political pressure every ten years.

On a more positive note, I want to thank Governor Andrus and Senator McClure for assigning wilderness status to the Salmo-Priest, Selkirk Crest and Long Canyon areas. It is unfortunate that the inclusion of Long Canyon is tied to a guaranteed timber harvest for the Bonners Ferry Ranger District.

It is extremely difficult to find common ground on these issues and I feel Senator McClure and Governor Andrus ought to be commended for making an effort. Hopefully this will lay the groundwork for a bill that can be accepted by all parties. Thank you very much.

Senator McClure. Thank you.

Thomas Townsend.

Herb McDowell.

Ray Kresek.

STATEMENT OF RAY KRESEK

Mr. Kresek. Thank you, Senator. My name is Ray Kresek and I am from Spokane. And I would like to deviate just a bit from the trend that is been going on today to maybe fill the Senator and the Governor and the members of the committee in on just what really goes on in getting a wilderness candidate to the point that it is here today. We have not heard much spoken about the Salmo-Priest today, but 18 years ago while hiking in the area down at Salmo basin I came across some survey stakes.

A couple of days later I came across some more survey stakes and that was what began the battle that we knew as the Salmo-Priest that lasted 18 years already. The survey stakes were for a road that was to have cost $1,230,000 and the assessed valuation of the timber was $800,000. And this is what stirred up the hornet's nest.

This file here, I will not ask you to take it on the plane with you today, but I did ask the Secretary of Agriculture to take it on the plane here seven or eight years ago and he said, "Send it to me." So I did. So there is a copy of this in the offices in Washington, D.C.

Few people have seen the caribou that roam in the Salmo-Priest. Here they are. I was fortunate enough after hundreds of hours to have seen them. Those people from northern Idaho who testified against wilderness in their neighborhood, I wonder how many of them have ever seen the Upper Priest River.

Then of 35 streams in the entire nation that were deemed most likely, most commendable to become part of our National Wild River System, one of only 35 rivers in the entire nation. I wonder how many of those people have ever hiked the Upper Priest River and seen the big trees that are there. This one is 10.4 feet in diameter. If you hit it with a baseball club, it will echo, it is hollow, totally useless commercially. Yet a beautiful tree to look at. It has been there an estimated 2,900 years. We core-sampled a hundred of the trees in the Salmo-Priest and 93 percent of those trees—this was taken at random with big trees—93 percent of them are not worth harvesting.

Now, I am going to ask you to take this with you. I would like to make these a gift to the committee to take with them to display, hopefully proudly, in honor of the Idaho wilderness, whether it ever becomes a wilderness or not.

Thank you very much.

[The prepared statement of Mr. Kresek follows:]

STATEMENT OF

RAY E. KRESEK, 123 W. WESTVIEW, SPOKANE, WA

on S. 2055

IDAHO WILDERNESS BILL

U. S. SENATE COMMITTEE ON ENERGY & NATURAL RESOURCES

AT COEUR D' ALENE, IDAHO; MARCH 12, 1988

Thank you, Senator McClure, and members of the Subcommittee, for allowing us this opportunity to speak on behalf of Idaho's valuable natural resources.

My name is Ray Kresek, a Spokane firefighter and author of a book on the history of Idaho's lookouts. I would like to focus my presentation on the SALMO-PRIEST Wilderness.

In 1969, I stumbled upon a line of survey stakes up in the pristine Salmo basin north of Priest Lake. Another damned road to nowhere is what the Forest Service was up to——a $1,250,000 road to gain access to timber worth $800,000. Next day I found more survey stakes; this time under one of the biggest trees I've ever seen, along the upper Priest River.

And so began the Wilderness battle of a decade——the battle to save the Salmo-Priest. As president of the Spokane Mountaineers, and a vice president of the 120,000 member Federation of Western Outdoor Clubs, I had a captive audience that chilly winter evening in 1970 when I first proposed a 36,000 acre "Salmo-Priest Wilderness". We thought certainly a Wilderness hardly even as big as the city of Spokane would not be asking for too much. Upon hearing of our plan, dozens of other interested groups wanted to see the slide show we had presented on this splendid unheard of area off in the far corner of the state.

After a year of presenting the slide show a hundred or more times, sitting through many panel forums with forest supervisors, and taking people of all walks of life on field trips to the site, 9,369 Inland Empire residents signed a petition expressing their firm belief that the Salmo-Priest should be added to the National Wilderness System. These petition signatures were presented to Regional Forester Neal Rahm in Missoula, and Congressman Thomas Foley in 1971.

Nearly all 9,369 signers of the petition were members of the following 40 organizations, 18 of which formally endorsed the Salmo-Priest Wilderness Proposal of 1970:

- * The Audubon Society
- Country Homes Kiwanis
- * Coeur d'Alene Camera Club
- EWSU '70, '71 Environment class
- EWSU Soc & Bus class '71
- * EWSU Faculty Wives Club
- * Friends of the Earth
- * Hobnailers of Spokane
- * Idaho Environmental Council
- * Idaho Wildlife Fed Dist #1
- Indian Trail PTA, Spokane
- I E Big Game Council
- I E Flyfishing Club
- Irving Boy Scouts, Spokane
- Natl Assn To Keep & Bear Arms
- Lewis-Clark HS Envir Class '70
- * Nature Conservancy
- Newport HS Envir classes '70
- * North Cascades Conserv Council
- North Idaho JC Envir Sci class '70
- Northwest Steelheaders Assn
- * Priest Lake Sportsmen Assn
- Priest River HS NatSci class '71, '72
- Rogers HS EnvSci class '70, '71

St. Augustine PTA
* Sierra Club
Society of American Foresters
Spokane Camera Club
* Spokane Canoe Club '70
* P O County Sportsmen Club '70
SCC Natural Resource Assn '72
Spokane County Sportsmen Assn
* Spokane Mountaineers
Spokane CB 7-11 Club
* The Mountaineers
* Mushroom Society of America '70
* The Wilderness Society
* Trout Unlimited '70
* Washington Environmental Council
WSU Student Union '70

[* Organizations formally endorsing Salmo-Priest proposal]

UNIQUE SALMO-PRIEST QUALITIES

(1). **FISHERY**: The upper Priest River is one of the 35 streams in America deemed most eligible to become the National Wild & Scenic Rivers System; a highly coveted title. That portion within the proposed Wilderness is said to be one of the nation's finest dolly varden spawning beds, according to the Idaho Fish & Game Dept and Trout Unlimited. I have seen many a "char" three feet long in that stream. It is closed to all fishing.

(2). **RARE FLORA**: Mycologists from around the world acclaim the Upper Priest River rain forest as one of the world's most prolific fungi areas, where a single mushroom may fill a feed sack, and tiny delicate calypso orchids and maidenhair ferns are abundant amid the mosses on the forest floor.

(3). **BIG TREES**: A grove of perhaps the largest redcedars to be found anywhere inland exists between Rock Creek and Malcom Creek on the Upper Priest. Near MP#4 of Trail-302 there is a trio of redcedars measuring 10.7' and 10.75' and 11.4' diameter at breast height. Another nearby measures 12.51' DBH, with a calculated age of 3,180 years——born around 1200 BC.! For lumber these trees are virtually worthless, since they are hollow and will shatter beyond use when felled. A 1972 USFS tally concluded that no part of the proposed Wilderness area could be economically harvested. Of 100 random increment bore samples taken in prime white pine and cedar trees, 93% were found to contain heartrot beyond economic value.

(4). ENDANGERED SPECIES: The Salmo-Priest and nearby Selkirk Crest Wilderness candidate areas possess virtually all of the critical habitat available within the range in the U.S. of the rare and endangered Mountain caribou. Wildlife biologists and caribou experts have repeatedly advised the International Mountain Caribou Technical Committee (est 1971) that road access is the greatest of all threats to the extinction of these caribou in the United States, and that this herd is dependent upon lichens high in sugar found only on mature evergreen trees.

The timber wolf, wolverine, and grizzly bear are among other rare fauna to inhabit the Salmo-Priest and Selkirk Crest.

WILDFIRE IMPACT

All wildfires must be combated in this unit, for there are no natural fire barriers to prevent fire from escaping into Canada or beyond the other boundaries of the Wilderness. Aerial retardant and other mechanical firefighting means would be utilized as they are now, when necessary, in this particular segment of Wilderness.

At every Wilderness hearing, someone who professes to be an expert on fire will make the ridiculous statement "You can't fight fires in a Wilderness". You most certainly can. But, why shouldn't the natural phenomenon of fire be permitted to carry out its role whenever and wherever possible in a Wilderness, just as the wind and rain does? Left undisturbed, the Priest has a natural firebreak.

TIMBER PRODUCTION

Fire scars from 1926, 1929, and 1934 burns are overpowering evidence that this site is a poor producer of wood products for the commercial market. One 62-year-old burn within the Salmo-Priest appears only 10 years old, due to shallow slow growth soils. The roads have severe erosion problems; and slope failure on the 1964 Hughes-Snowy divide clearcut was extreme.

ORE VALUES & LIVESTOCK

No sign of mineralization or prospecting activity has ever been found within the Salmo-Priest Wilderness. Any cow that has ever been there was certainly hopelessly lost.

TRAIL USE & MAINTENANCE

All trails within the Salmo-Priest boundaries have been closed to motorcycles for many years, simply because the terrain is not conducive to motorcycle travel. I own and enjoy a "trail" bike, but I'd never want to try and ride it on trails like these. The existing trails are adequate for foot and horse travel.

I performed an experiment in 1973 to determine the cost efficiency of trail maintenance by chainsaws and trail cycles, vs. crosscut saws and crews on foot. Not allowing for mechanical equipment failure and depreciation, it cost the USFS $650 in 1971 to maintain 20 miles of Salmo-Priest trails. In 1973 I maintained that same 20 miles, to the same standards, with a crosscut saw for only $400 at the same hourly pay rate. Wilderness Area trails are generally maintained without chainsaws.

HISTORIC FEATURES

One structure exists within these 22,600 acres. Little Snowy Top Lookout was built by the USFS in 1930. Unmanned the past 25 years, the L-4 cabin is presently undergoing stabilization and restoration in accordance with the National Register of Historic Places, to which it has been nominated for its historic significance. It adds a flavor of history to one's visit to the Salmo-Priest.

SUMMARY

A copy of my 1,600 page study of the Salmo-Priest was handed to Assistant Secretary of Agriculture M. Rupert Cutler in July of 1977. All facts contained in my statement today can be verified in that study file entitled "THE SALMO-PRIEST: A CANDIDATE FOR WILDERNESS".

The half of the Salmo-Priest which lies in Washington became officially a Wilderness with the passage of the Washington Wilderness Bill on July 3, 1984. However, without the Priest in Idaho, it is but half a wilderness——lacking all the noble qualities I've presented here today——the Wild & Scenic upper Priest River; the outstanding botanical area; the enormous trees; and the prime habitat for the nation's only Mountain caribou.

To have only the Washington half of the Salmo-Priest Wilderness is to stand on any point along the divide and be able to only look to the west to see the Wilderness; to have only the bottom half of a frosted chocolate layered cake!

In closing, I'd like to repeat the words spoken 60 years ago by a man they named Montana's largest Wilderness after—— Bob Marshall:

> "It is preposterous to hold onto the notion that every acre of outdoor recreation planning should be to enable all people to enjoy every beautiful bit of the outdoors, when one really deep quality wilderness experience is worth far more than an infinite number of ordinary experiences."

The fact that I might never again set foot into the Salmo-Priest, or any other Wilderness doesn't bother me. And if my children don't care to, then what about their children?

Senator McClure. Thank you. Thank you very much for the pictures, your written statement will be made a part of the record.

And I might just note for the record that Mr. Satterwhite also submitted a statement by Robert L. Clark, president of the Kelly Creek Flycasters. Both his and Mr. Clark's statement will be made a part of the record.

Cliff Todd.

Thank you very much, ladies and gentlemen. I appreciate your testimony.

Dave Boswell, William Egolf, Patricia Froemming, Everett Hagen, Orion Finley, Dale Goble, Ernest Bratley, and Dave Caldwell, if you will take your seats at the tables and then Tim Armitage, Roy Basler, Tom Rowland, Jane Fritz, Roger Lund, Pete Wyman, Shawn McDonald and Karen Williams would come to the stage and take seats in the rear, please.

David Boswell.

STATEMENT OF DAVID P. BOSWELL

Mr. Boswell. Good afternoon, my name is David Boswell. I would like to thank the committee and Senator McClure and Governor Andrus for the opportunity to testify today.

Although this bill contains significant improvements over the last one, I will oppose its passage and my objection is that it does not go far enough. This bill excludes the Blacktail Mountain and Upper Priest Lake roadless areas. These two contiguous wilderness opportunities with exceptionally high aesthetic wildlife and recreational value. It includes one national scenic area, two research natural areas, a proposed wild and scenic river, all of the pristine Upper Priest Lake, critical spawning streams for the Dolly Varden char, and important habitat for several other protected species.

We have the opportunity and responsibility to preserve these natural treasures, and I'm here today to advocate that we discharge our responsibilities.

I also oppose language in this bill that creates special management areas wherein a timber harvest will be decreed regardless of profitability or ecological harvest.

I object to language that allows management plans to be amended without public involvement. I object to language that prohibits buffer zones, eliminates reserve water rights, and grants special exemption from existing environmental laws.

I object to road definitions that abridge future wilderness consideration. And I object to minimum forest wide harvest levels that supplant multiple use considerations and supersede laws that mandate the balance of the management of the public lands. Wilderness use in Idaho alone is projected to increase by 500 percent in the next 40 years and by passage, this bill would make certain that Americans run out of supply.

The latitude to conform to changing needs, conditions and demands would be lost in this bill. And that is a bad idea.

S. 2055 is not a fulfillment of our responsibilities to future Americans. We need more acres, more resource protection and more foresight. I urge the committee and Congress to keep trying and I urge them to reject this bill.

[The prepared statement of Mr. Boswell follows:]

TESTIMONY BEFORE THE SENATE SUBCOMMITTEE ON PUBLIC LANDS, NATIONAL PARKS & FORESTS

David P. Boswell
Coeur d' Alene, Idaho
March 12, 1988

-For the Hearing Record-

Good afternoon.

My name is David Boswell. I'm a land owner, business owner and longtime resident of the Priest Lake area within the Kaniksu National Forest.

My comments today are directed at that portion of Senate bill 2055 which specifically designate or dispose of wilderness opportunities in the northern panhandle and to the issue of wilderness in general.

I'll begin by thanking the members of the committee and Senator McLure and Governor Andrus for the opportunity to testify on this critical national issue.

I recall the last time the Idaho Forest Management Act was introduced. It proposed about 500,000 acres of wilderness. I testified at the hearings then as an opponent of that bill, and I'm testifying today as an opponent of this bill, but I think we've made some progress in the interim. This bill proposes about twice as much acreage as the last one. Still, that is only about 15 percent of what's available statewide but it gives me encouragement that I'll be able to testify as a proponent of an Idaho wilderness bill, someday.

In a nutshell, my objection to this bill, as it was with the last one, is that it doesn't go far enough--not far enough in acres, not far enough in resource or heritage protections, not far enough into the future.

Critical deficiencies in my neck of the woods are the exclusion of the Blacktail Mountain and Upper Priest Lake Roadless areas--19,000 acres of roadless land recognized by the public and the U.S. Forest Service for exceptional water quality, research, wildlife, recreational and scenic values.

These contiguous areas currently contain two Research Natural Areas, one National Scenic Area, the Upper Priest River (under consideration for Wild & Scenic Rivers designation), unique wetland areas such as the Thoroughfare and Armstrong Meadows, all of the pristine Upper Priest Lake, numerous, critical spawning streams for the protected Dolly Varden char and important habitat for the threatened grizzly bear.

In addition, the protected Mountain Caribou, America's rarest and most critically endangered large mammal, may utilize the areas along with such sensitive wildlife species as wolverine, lynx and fisher.

Considering these present values, it's difficult to comprehend why Blacktail Mtn. and the Upper Priest have been excluded from S.2055. It's even more difficult when one ponders their potential value to future Americans.

We have the opportunity today to protect these natural treasures. We also have the responsibility to do it. I'm here today to advocate that we discharge our responsibilities.

Senate Bill 2055 also replaces other wilderness opportunities around Priest Lake with so-called "Special Management Areas", among them, the Bonners Ferry Special Management Area, wherein road building and timber harvest would be decreed. "Special Management Areas" will be managed under something called a "formula designed to allow timber harvest while protecting and mitigating wildlife resources."

Protection in this case means the agency currently responsible for management would be required to produce timber outputs regardless of economics or the condition of the forest. Protection in this case means "amendments" can be drafted and implemented without public approval or input.

Protection in this bill means it will be illegal to consider a Special Management Area's suitability for wilderness for ten to 15 years and buffer zones designed to protect the spectacle and silence of existing wilderness areas adjacent to Special Management Areas will be outlawed.

Protection in this bill means wilderness areas would be stripped of their reserve water rights, undoing established safeguards, and a special exemption from existing federal laws would be granted--an exemption from laws like the Endangered Species Act, the Clean Water Act, the National Forest Management Act, the Wilderness Act and the National Environmental Policy Act, all designed to assure protection and prudent management of public lands.

Idaho, or should I say somebody, would have a special, federal license to exploit the last, and the best, of America's wildlands with legislative impunity from existing federal laws.

If that's not enough, this bill goes out of its way to make sure future wilderness designations in Idaho are abridged by defining every goat trail as a "road". And it sets minimum harvest levels on 2.5 million acres of public forest regardless of profitability or ecological harmfulness. That's a bad idea.

For all these reasons, the term "Special Management Area" can only be regarded as a euphemism for "harvest area"; it is not, as the bill would lead us to believe, a substitute or a stop-gap for wilderness designations.

This bill is the embodiment of the what the General Accounting Office has said, at least three times in the last decade, is the problem with public land management, namely, that plans lacking specificity are of little value to managers. (see: Comptroller General's Report to the Congress: Changes in Public Land Management Required to Achieve Congressional Expectations; US-GAO, July 16, 1980, et. seqq.) This bill decrees that harvests be conducted regardless of other forest values, public demand for them or the profitability of the activity, all of which necessarily "increase the potential for poor decisionmaking which is difficult or impossible to reverse" (Ibid., p.10).

It is estimated that wilderness use will increase more than 500 percent in Idaho, alone, in the next 40 years (U.S. Forest Service; Northern Regional Guide, p. 4-11) and, by passage, this bill would make certain Americans run out of supply. The latitude to conform to changing needs, conditions and demands would be lost in this bill. And that's a bad idea.

S.2055 is not a fulfillment of our resposibilities· it is the repudiation of them. It forecloses on today's and tomorrow's opportunities to preserve non-renewable, inheritable, finite resources for the future. We need more acres, more protections and more foresight.

I urge the committee and the Congress to keep trying; I also urge them to reject this bill.

Senator McClure. Thank you.

William Egolf.

Patricia Froemming.

STATEMENT OF PATRICIA FROEMMING

Ms. **Froemming**. Good afternoon. My name is Patricia Froemming. I support the efforts made by Governor Andrus and Senator McClure to resolve the wilderness issue. Many areas are thankfully and rightfully so included.

However, I am quite disappointed there is so little wilderness in this "wilderness bill." Two areas concern me the most. The White Clouds and South Fork of the Salmon River. Having lived in the Stanley area for the past six years prior to my recent moving to Coeur d'Alene, I worked as a wilderness horsepacking guide and also as a surveyor at a mine. I am personally concerned with the acreages proposed for the White Clouds. I strongly encourage the inclusion of Red Ridge, Sheep Mountain and the head waters of the East Fork of the Salmon River which borders the Boulders.

Also, the bill's language, page 7 lines 4 through 8 need defining as it states that the White Clouds will be managed under restrictions through the 1964 Wilderness Act or under the regulations of the SNRA, whichever is more restrictive. Restrictive to whom? Restrictive to a motorcycle user. Has a far different meaning than does restrictive to a wilderness user.

Because of current wording, I am unable to support the bill unless management of the White Cloud comes solely under the Wilderness Act of 1964.

My second area of concern is the South Fork of the Salmon River. Wilderness is not only alpine regions of rock and ice but also the low lying forest. The special management area status of the South Fork of the Salmon River should be altered to that of wilderness status.

The one time value of logging in this area as timber resource may not be renewable for many generations surely should not outweigh the long-term value of those timber stands as wilderness preserves. It takes a politician of vision to make the distinction. I hope that you, Senator McClure, and you, Governor Andrus, possess the conviction and the courage to make the necessary changes. Thank you.

Senator **McClure**. Thank you.

Everett Hagen.

STATEMENT OF EVERETT HAGEN

Mr. **Hagen**. Senator McClure, Governor Andrus, Representative Craig. I am Everett Hagen, tree farmer of Deary, Idaho, a native of Latah County, was formerly a highway engineer for Idaho Division of Highways and a Latah County Commissioner. So I believe I know quite a bit about timber, roads and how to represent constituents.

I had hoped you fellows could come together with an acceptable wilderness bill. I am disappointed. This Paul Bunyan legislation would assure the continuation of the U.S. Forest Service to under-sell the private tree farmer and this hurts my income. It is hard to compete with deficit timber sales.

I spent much time hunting, fishing, and camping in the Idaho mountains and know their value. Do you know how much money the outfitters in Mallard Larkins can take in the next 100 years? $90,000,000.

The paper I gave you is a conservative estimate of how that could happen. This $90,000,000 would not account for the money spent by backpackers and hunters and fishermen that go there anyway. It would probably be many times that amount. I speak—my back is against the wall. And you put it there. I speak for the citizens of the U.S., not just Idaho. I have seen people from 41 states using this land for recreation. They want to return, but not for more stumps or clear cut or dirty water. You should have included Foehl Creek, Buck Creek, Minnesaka Creek, Bear Creek, Isabella Creek, Bacon Creek, and Snow Peak in the Mallard Larkins wilderness. Also wilderness status for Grandmother Mountain area, Elk Summit, Fish and Hungrey Creek. There is plenty of land for both.

I would urge you to withdraw your bill and wholeheartedly support Representative Kostmeyer's bill for Idaho.

[The attachment follows:]

I

Economic Opportunities Because of Wilderness Designation

These projections of economic opportunity for the proposed Wallard-Larkins Wilderness Area, are based on the following assumptions:

1. That the 260,000 acre area in a pristine, undisturbed condition, is largely responsible for the livelihood of commercial packers and outfitters.

2. That if large portions of the area were roaded and logged, it would not be considered unique and would not have a strong appeal to visitors.

3. That it will take a minimum of 100 years to regenerate tree cover for logging operations because of the high altitude and slow growing seasons (U. S. Forest Service estimates 120 - 140 years).

4. That a minimum of $400,000 in gross income is generated annually by the four packers/outfitters and other state businesses—from mostly out-of-state visitors—for hunting, fishing, backpacking, etc. (considered conservative figures based on gross income from the four outfitters servicing the enlarged area of 260,000 acres).

5. That there would be a five percent increase in gross income each year—from use of the site—due to inflation, increased expenditures and use, etc.

II

ESTIMATED NON-LOGGING INCOME IF AREA REMAINS WILDERNESS FOR 100-YEAR PERIOD

Year	5% Increase in Inflation/Income/Yr.
1	400,000.00
2	820,000.00
3	1,241,000.00
4	1,663,050.00
5	2,086,202.50
6	2,510,512.62
7	2,936,038.26
8	3,362,840.17
9	3,790,982.18
10	4,220,531.29
11	4,651,557.85
12	5,084,135.74
13	5,518,342.53
14	5,954,259.66
15	6,391,972.64
16	6,831,571.27
17	7,273,149.84
18	7,716,807.33
19	8,162,647.69
20	8,610,780.08
21	9,061,319.08
22	9,514,385.04
23	9,970,104.29
24	10,428,609.50
25	10,890,039.98
26	11,354,541.98
27	11,822,269.08
28	12,293,382.53
29	12,768,051.66
30	13,246,454.24
31	13,728,776.95
32	14,215,215.80
33	14,705,976.59
34	15,201,275.42
35	15,701,339.19
36	16,206,406.15
37	16,716,726.45
38	17,232,562.78
39	17,754,190.92
40	18,281,900.46
41	18,815,995.48
42	19,356,795.26
43	19,904,635.02
44	20,459,866.77
45	21,022,860.11
46	21,594,003.12
47	22,173,703.27
48	22,762,388.44
49	23,360,507.86
50	23,968,533.25
51	24,586,959.31
52	25,216,307.91
53	25,857,123.31
54	26,509,979.47
55	27,175,478.44
56	27,854,252.37
57	28,546,964.98
58	29,254,313.23
59	29,977,028.90
60	30,715,880.34
61	31,471,674.36
62	32,245,258.08
63	33,037,520.98
64	33,849,397.03
65	34,681,866.88
66	35,535,960.22
67	36,412,758.23
68	37,313,396.15
69	38,239,065.95
70	39,191,019.25
71	40,170,570.21
72	41,179,098.72
73	42,218,053.66
74	43,288,956.34
75	44,393,404.16
76	45,533,074.37
77	46,709,728.09
78	47,925,214.49
79	49,181,475.22
80	50,480,548.98
81	51,824,576.43
82	53,215,805.25
83	54,656,595.51
84	56,149,425.29
85	57,696,896.55
86	59,301,741.38
87	60,966,828.45
88	62,695,169.87
89	64,489,928.36
90	66,354,424.76
91	68,292,146.02
92	70,306,753.32
93	72,402,090.99
94	74,582,195.54
95	76,851,305.31
96	79,213,870.58
97	81,674,564.11
98	84,238,292.31
99	86,910,206.93
100	89,695,717.27

Senator McClure. Thank you, and the attachment to your statement will be made a part of the record.

Ladies and gentlemen, all you are doing with the applause is delaying the hearing, and some people at the end of the hearing will not be heard. I would again request that you hold it down, if you can.

Orion Finley.

STATEMENT OF ORION W. FINLEY, LOUISIANA-PACIFIC CORP.

Mr. Finley. Senator McClure, Governor Andrus and Congressman Craig. I am Orion W. Finley, resource manager for Louisiana-Pacific Corporation in north Idaho.

I wish to thank you for the opportunity to present our views and recommendations on the McClure Andrus Wilderness Bill. I also wish to express appreciation for the efforts of all those others who were involved in preparing this bill.

Louisiana-Pacific Corporation hopes that the following comments will be considered, and will be of help in refining this wilderness bill. We feel the designation of Long Canyon as wilderness will create a reduction in the timber base acres of the area, which will reduce the annual sale capabilities in future decades. This in turn would have the potential of increasing activities beyond recommended levels in other portions of the forest. If, in fact, the valuable timber base of Long Canyon is locked into wilderness status, the boundaries at least must be properly placed. The line should follow the Selkirk Crest management area boundaries to the north and the head water of the Smith Creek and not just follow the property line of adjacent land owners.

One option to the future management of the timber base on the Bonners District would be special management designation of Long Canyon and Parker Creek rather than wilderness. This will allow future access if the need ever arises. Should the 40,500,000 ASQ in the first decade be unattainable, because of unforeseen restrictions, these two drainages could be entered for multiple use management.

The Mallard Larkins area proposed as wilderness and the special management areas to the east of the Mallard Larkins Pioneer area will have a disastrous effect on the future timber flow of that area.

Plans that have been established for transportation systems and timber management will be abandoned thereby changing the adjoining lands as well. Timber in some of the adjacent areas that will be harvested will be forced into manufacturing facilities out of state because that will be the most reasonable route to a manufacturing mill.

[The prepared statement of Mr. Finley follows:]

Mr. Chairman
I am Orion W. Finley, Resource Manager for Louisiana-Pacific Corporation.

I wish to thank you for the opportunity to present our views and recommendations on the McClure/Andrus Wilderness Bill. I also wish to express appreciation for the efforts of all who were involved in preparing an Idaho Wilderness Bill, in order to expedite the future management of our public lands and their valuable resources.

Louisiana-Pacific Corp. hopes that the following comments will be considered, and will be of help in refining this Wilderness Bill.

1. We feel the designation of Long Canyon as Wilderness will create a reduction in the timber base acres of the area, which will reduce the annual sale capabilities in future decades. This in turn would have the potential of increasing activities beyond recommended levels on other portions of the Forest. If, in fact, the valuable timber base of Long Canyon is locked into Wilderness status, the boundaries at least, must be properly placed. The line should follow the Selkirk Crest Managemant Area boundary on the headwaters of Smith Creek, not the property lines of adjacent land owners.

One option to the future management of the timber base on the Bonners District would be Special Management Designation of Long Canyon and Parker Creek rather than Wilderness. This will allow future access if the need arises. Should the 40.5 MBF ASQ in the first decade be unattainable, because of unforeseen restrictions, these two drainages could be entered for future multiple use management.

2. The Mallard Larkins area proposed as Wilderness and the Special Management areas, to the East of the Mallard Larkins Pioneer Area, will have a disasterous effect on the future timber flow of the area.

Plans that have been established for transportation systems and timber management will be abandoned thereby changing the management of the adjoining lands as well. Timber in some of the adjacent areas that will be harvested will be forced into manufacturing facilities out of state, because that will be the most reasonable route to a mill.

Before any of the areas mentioned are placed in a permanent status, such as Wilderness, or even Special Management, it is necessary that the resulting consequences be carefully considered. Working circles of industries will be changed or even eliminated. The effects of industry changes will have economic impacts in the local communities.

Withdrawing lands and resources from Idaho's land base will at some point in time put our state at a disadvantage to produce commodities required by the American Public.

Thank you, again, for the opportunity to comment and I hope these suggestions will be seriously considered.

Senator McClure. The balance of your statement will be inserted in the record. Thank you.

Dale Goble.

Ernest Bratley.

Dave Caldwell. Thank you, ladies and gentlemen, for your testimony. Tim Armitage, Roy Basler, Tom Rowland, Jane Fritz, Roger Lund, Peter Wyman, Shawn McDonald, and Karen Williams, will you take your seats at the table, please.

Dick Bennett, Ron Wise, Ron Spomer, Paula Whitson, Tom May, Vincent Murray, Lynn Murray and Jerry Snyder, if you will come and take your seats at the rear of the stage.

Tim Armitage. Roy Basler. Tom Rowland. Jane Fritz. Roger Lund.

STATEMENT OF ROGER LUND

Mr. Lund. Senator McClure, Governor Andrus and Representative Craig. My name is Roger Lund from Sandpoint, Idaho. I would like to speak in support of the middle ground, neither pro-wilderness nor pro-development. I wish to register my support for designation of much of Idaho's roadless areas, not as wilderness or for logging and development, but for special management as non-wilderness back country recreation areas.

Such designation would maintain these areas for semi-primitive non-motorized and motorized back country recreation areas free of roads, logging or other development where back county recreation, hunting and fisheries are featured and where commercial outfitting may take place.

Past Forest Service recreation demand studies have indicated that the future demand for wilderness recreation in the west will be met by existing wilderness areas. These studies show that supply will fall short of demand, not for wilderness recreation opportunities, but for back country or semi-primitive recreation in a natural unroaded environment where use of some motorized access and equipment may be allowed.

The projected increase in demand and shortage in supply is for recreational opportunities such as exist over much of Idaho today. Land designated for back county recreation will be managed much like the Mallard Larkins Pioneer area and Selkirk Crest scenic areas are managed and just as most of our unroaded public land has been managed for most of this century.

The Forest Service has authority to designate such roadless back country as recreation areas and with public input and involvement provide for uses deemed appropriate.

Opportunities for back country recreational activities are provided on undeveloped land which may or may not be as remote or pristine as wilderness. In some instances, back country recreation areas may be closed to certain forms of motorized equipment while in many cases one may ride a trail bike, a snowmobile, or perhaps a four-wheeled vehicle and use a power saw to clear a trail or cut firewood for camp. Usually permanent structures such as trail bridges and outfitter facilities, corrals, tent frames, et cetera, are permitted where appropriate. Classification as wilderness excludes many such uses and facilities.

[The prepared statement of Mr. Lund follows:]

1600 Ponder Point Loop
Sandpoint, ID 83864
March 11, 1988

Chairman Dale Bumpers
Subcommittee on Public Land
Dirksen Office Building
Washington, D. C. 20510

Wilderness Hearings
For The Record

I wish to register my support for designation of much of Idaho's roadless areas, not as Wilderness or for logging and development, but for special management as non-wilderness, back country recreation areas. Such designation would maintain these areas for semi-primitive non-motorized and motorized back country recreation - areas free of roads, logging, or other development, where back country recreation, wildlife, and fisheries are featured, and where commercial outfitting may take place.

Forest Service recreation demand studies indicate the future demand for Wilderness recreation in the West will be met by existing Wilderness areas. These studies show that supply will fall short of demand, not for Wilderness recreation opportunities, but for back country or semi-primitive recreation in a natural unroaded environment where use of some motorized access and equipment MAY be allowed. The projected increase in demand and shortage in supply is for recreational opportunities such as exist over much of Idaho today. Land designated for back country recreation will be managed much like the Mallard-Larkin Pioneer Area and Selkirk Crest Scenic Area are managed, and just as most of our unroaded public land has been managed for most of this century. The Forest Service has authority to designate such roadless back country recreational areas, and with public input and involvement, provide for uses deemed appropriate.

Opportunities for back country recreational activities are provided on undeveloped land which may or may not be as remote or pristine as Wilderness. In some instances, back country recreation areas are closed to certain forms of motorized equipment, while in most cases one may ride a trail bike, a snowmobile, or perhaps a 4-wheeled vehicle, and use a power saw to clear a trail or cut firewood for camp. Usually, permanent structures such as trail bridges and outfitter facilities (corrals, tent frames, etc.) are permitted where appropriate. Classification as Wilderness excludes many such uses and facilities.

As more of our existing roadless areas are classified as Wilderness, less area will be available for designation for back country recreation to meet the projected demand. When all productive areas, not planned for road development, logging, or other developments are classified as Wilderness, few areas will be left to provide for all the back country recreation activities now enjoyed by many Idahoans.

Since our presently established Wilderness areas are adequate to meet present and future needs for Wilderness recreation without major additions to the Wilderness system, it follows that additions to existing Wilderness are warranted only to refine Wilderness boundaries--to make them more readily recognizable, to reduce administrative costs and problems, to include adjacent unique features and vegetation, and to provide enclosed landscapes. Some argue that new Wilderness should be established to preserve unique landscapes or vegetation. We have other types of land designations for this purpose such as "Natural Area", "Geologic Area", and "Research Natural Area", thus there should be few instances where Wilderness classification is necessary to preserve unique landscapes and vegetation alone. In no case should an area be classified as Wilderness, as stated in 1984 by Senator McClure's spokesman Bill Livingstone in support of the Great Rift Wilderness Area Proposal, just because it "has little economic value for any designation other than Wilderness".

National Forest Supervisors have the responsibility to manage their forests to provide for a wide variety of uses and commodity production, and to meet the needs and demands of the public. Classification of more of our existing roadless areas as Wilderness will reduce the land area available for designation of special management areas for back country recreation. Thus the supply of these recreational opportunities will fall far short of the real recreation demands of the future. We wish to encourage the subcommittee to keep additional Wilderness classifications to a minimum, and to encourage National Forest Supervisors to establish special management areas for back country recreation.

Release language must state that roadless areas not designated as Wilderness will no longer be considered for Wilderness, but will be open for all other allocations. These allocations must include timber management and grazing of course, but must also include all forms of recreation including back country uses.

Roger C Lund

Marion I Lund

Senator **McClure**. Mr. Lund, we want to thank you for your testimony. Your entire statement will be made a part of the record.

Pete Wyman.

STATEMENT OF PETE WYMAN

Mr. **Wyman**. My testimony is based on 20 years of studies that I have in my files as an economist and virtually all agree with me, including three market economists. My first point is, we are not talking about withdrawing land from production for resources for non-productive use because there is no market for such things as water shed protection, yet the long run productivity is right up with preservation of soil.

Just because there is no market for preservation of the genetic pool, mainly because there are not private property rights vested in wildlife. Yet, in Europe we pay up to $500 a day to fish for salmon.

The second point is, site class affects economic returns more than does timber price, species or location. The overwhelming conclusion of economists is clear. Logging below 85, and many say 100 cubic feet per acre per year is rarely economical. Even Robert Nelson of the Reagan Department of the Interior doubts that more than 40,000,000 of the 187,000,000 acres of National Forest land can be efficiently managed for timber.

Walker, for the Western Timber Association, found no reason to justify harvest of less accessible old growth stands.

Rather than economic loss, it would be a gain first because we do not have to pay out the subsidies plus the positive benefit of having wilderness services. Further, 58 percent of the commercial land base in this country is in the hands of private lot and farm owners. How can they compete as long as we are subsidizing timber in the National Forest Service?

Interestingly, wood production is the same as it was in 1906. I would like to see the timber industry own up to their public relations. And if timber consumption is the same since that time, we should be able to provide a sustained yield.

However, as I pointed out, there is plenty of timber. I also have in my files the productivity of all the Rare II sites. Anything below the Payette National Forest, the highest productivity was 65 cubic feet per acre. There is no way that we can log these lands efficiently and they can easily be put into the wilderness bill.

[The prepared statement of Mr. Wyman follows:]

IDAHO WILDERNESS BILL

SENATE OF THE UNTIED STATES

COMMITTEE ON ENERGY AND NATURAL RESOURCES

Pete Wyman
Route 5 Box 309
Spokane, WA 99208

My name is Pete Wyman and I was born and raised in Idaho and am an Idaho property owner in Northern and Southern Idaho. As an economist, I have studied most of the economic issues involving forestry for about 20 years and read much of the literature. My observations will be addressed to the general issue of resource economics as represented by the National Wilderness Preservation System.

There is a common tendency to confuse commercial activity with economic activity. To economists, value arises when a resource serves human wants, where these services are exchanged in an organized market, or outside the market. Resources exchanged on the primary commodity markets are timber, minerals, agricultural goods, etc. On the other hand, non-priced resources are usually discounted despite the fact that many are elements of our natural endowments that are essential to our life support system. Examples are sunlight, oxygen, soils, our inherited endowment of genetic information, aesthetic landscapes necessary for both our physical and mental health. (Interestingly, most of the miracle drugs were first found in nature and later synthesized.)

We are not talking about withdrawing land from production of resources for some non-productive use. There is no market for such conservation through watershed protection, yet the long run productivity is inextricably tied up with preservation of soil. There is no market for preservation of the genetic pool, largely because there is no private property rights vested in wildlife in the United States. In Europe, where streams can be privately owned, fisherman can pay $500 a day or more to fish for Atlantic salmon, a relative of our Pacific salmon. Yet, we are apparently unwilling to preserve free flowing streams and any reading of Forest Service Plans in Idaho shows the willingness to trade off fish and wildlife for timber. The economic point is that services eg., recreation, which are enjoyed in an undisturbed environment on site, also represents economic activity. The loss of soil, genetic information, wilderness habitat are irreversible and the supply is fixed. These irreproducable assets can only be protected against loss in a preservation system, unlike manufactured goods. Since demand for wilderness resources over time has increased faster than commodity goods, the price for wilderness resources will appreciate over time while the supply of wilderness is fixed and shrinking. Time is important here. Who would have forseen the intensity of demand for resource services of a Yellowstone or a Yosemite? Only about one percent of the continuous United States enjoys statutory protection.

On the other hand, economists have little reason to forsee commodity shortages and rising prices in the future. (The Forest Service has to predict rising timber prices in order to justify their plans, otherwise the sham of FORPLAN would be exposed!) The reason is simply - price (free market system). Price and technology provides substitutes, reduces input and waste, improves yields, expands recycling and geographical area from which commodity resources may be found. The classic study of Harold Barnett and Chandler Morse note that resource costs declined from 1870 to 1963. Johnson, Bell and Bennett updated and extended the data to the 1980's while concluding that relative prices, technology and substitutes have out run our ability to use natural resources. Oil is a case in point. These points are agreed to by free market economists eg., Gwartney and Stroup. Although the Idaho mining industry has spoken of the "need" for certain strategic minerals in short supply, (eg., bauxite, chromium, tin, etc.) it should be pointed out that these minerals have never been found in large quantities in the U.S. and even if they open pit mined the entire state, it still wouldn't solve the problem as the U.S. is not blessed with those minerals. Further, gold is a poor reason to destroy streams and wilderness habitats as the U.S. government holds huge reserves. It may be a surprise, but gold is not used to back the money supply. If that bothers some, I would be glad to accept any "worthless" Federal Reserve Notes.

The history of public land disposal has led to the transfer of the most productive land to private ownership. It is amazing that we are even here battling over the remainder of the public domain. Much of the land we are talking about today is marginal whose private exploitation is largely possible only with substantial subsidies (Socialism) paid by the taxpayer. The reason the lands are roadless is that industry did not want most of the land when the Forest Service was formed and it has not been economically feasible to log since. Only about 26 million acres out of the 60 million RARE II areas are even classified as a commercial forest! However, the term "commercial forest land" is a language of art rather than an indication of justification of economic viability for commercial timber management. In professional terminology, lands range in productivity from Site I through V, the later at 20 cu./ft. per acre. Site class affects economic returns more than do timber price, species or location.

The overwhelming conclusion of economists of all persuasions is clear. Logging below 85 cu./ft. per annum can rarely be managed economically as a multiple use sustained yield tract, as required by law. From the dean of resource economists, Marion Clawson to John Krutilla, William Hyde and Professor Vaux University of California, the top authorities in resource economics, to countless papers from researchers at the Universities of Idaho, Oregon, Montana, and Washington, all agree that the Forest Service logging of low productive sites cannot be justified economically. Robert Nelson, in the Reagan Department of Interior, doubts that more than 40 million of the 187 million acres of national forest land can be effeciently managed for timber. The timber industry rarely owns, let alone harvests such poor land of their own. The reason that most of the lands we are looking at in Idaho are roadless is that the management constraints, distance from the market, and poor soils make timber harvesting economically unsound and wasteful. Empirical studies by Kutay and Walker reconfirm the inefficiency of logging such poor sites. Kutay's study showed, if we used economic criterial, more timber could be harvested and more roadless land would remain for wilderness uses, his interest. Walker, for the Western Timber Association, found no reason to justify harvest of less accessible old growth stands. Again, more land for non-timber uses.

Therefore, rather than an economic loss in value by wilderness classification, we would find substantial savings to society by saving the taxpayers millions. Furthermore, there are positive benefits of wilderness services as noted earlier, plus the public savings of not having to pay for eroded soil, streams, and the disappearance of wildlife, etc.

Finally, it should be noted that simply because timber may be harvested by private operators that the operation is not necessarily economic. By economic rather commercial, I mean does the value of services yielded exceed the true social cost to society. Can the land be profitably exploited without the large public subsidies. Site productivity class will largely determine result. The massive waste of taxpayer dollars and inefficiency is documented by countless studies indicated earlier in addition to Spurr, GAO study, Congressional Research Service, CHECC, and PERC. The economic solution is clear - transfer scarce public funds to the more productive sites and the increase would more than offset the transfer of low productive lands to non-timber uses. A simple analogy - I will guarantee any of you a two percent return on any money invested with me.

Subsidies not only add to higher taxes, but also add to inflation; a deteriorated environment for fish, wildlife, and other amenities cause increased waste since there is no incentive to minimize waste in the forest and at the mill. Subsidized prices make it difficult for private lot holders to compete with the Forest Service.

Of the 510 million commercial forest acres, only about 20 percent is in the public's hands and whose productivity is less than half that of industrial forest land. Further, there is significant unstocked land in both private and public land. Although the amount of Forest Service unstocked land has officially declined, it should be noted that this was mostly accomplished by reclassification rather than growing more trees. Private lot and farm owners now have 58% of the commercial land base. Several Forest Service studies have shown that the best opportunities for increased timber production are on small private ownerships not on the generally poorer quality public lands. But can they compete with subsidized Forest Service prices?

Lloyd Ireland pointed out if all the RARE II lands became wilderness, the impact would be about 3 percent of the nation's timber cut. This amount can easily be m ade up from private lot owners, more complete utilization of logging residue (USFS), complete utilization of processing waste, improved building design eg., trussed frame houses use 30% less timber and are stronger than a conventional wood house (USFS), better management, expanded recycling, non-wood substitutes, etc.

Specific Comments on Idaho Wilderness Bill

I. Wilderness can easily be expanded to meet the conservationists goals as the timber effects are marginal.

A. Timber

1. King Mountain, Italian Peak, Diamond Peak, Cache Peak, North Lemis, Pashemeroi, Pioneer Mountains, Boulder-White Clouds are all extremely poor growing sites ranging from 0 to 47 cu./ft. per year. In fact, there does not appear to be any RARE II areas South of the Payettee NF with greater timber productivity than 65 cu./ft. per acre. Some areas in Northern Idaho produce 100-110 cu./ft. per acre, about one-third of that is good industrial land. A few ranged to 125 cu./ft., but were not proposed or were already logged. Timber companies often admit that realistically logging at 100 cu./ft. or less in not economically viable.

2. Despite predicted timber shortages in 1910, 1942, 1970's, and 1990's, etc., there is little support from economists - reason: supply and demand.

3. U.S. wood consumption is about the same as it was in 1906 even though there are more consumers.

4. Non-economic values are clearly greater than timber as admitted in most of the Forest Plans. In fact, most of them have to use motorized recreation to justify their roadless timber operations. This is a sham because the supply of motorized recreation is well beyond the year 2030 RPA goals and therefore has zero value.

5. The taxpayer and future generations will benefit from wilderness rather than single timber use by saving dollars and preserving their future options.

B. Grazing

1. Leaving out potential wilderness for sacred cows is even more grossly wasteful because of the massive subsidies.

2. In addition, the destruction of the people's resources - water, soil, wildlife, archaelogical sites, is well documented. Public grazing is only 3% of total grazing.

3. Demand for future grazing is fiction. As long as grazing pays substantially less then they would in the private sector, there will always be a "demand". I demand a lot of gold at $10 an ounce, but I don't see any congressmen rushing to provide me with it.

C. Mining

1. Shortages in hard rock mining have little support among economists.

2. Oil and gas estimated to be recovered in potential wilderness in all 17 Western States is 1.5% of the total. (Fischman Economic Assoc.)

3. If we really believe that minerals are necessary for national defense, then we should exhaust foreign sources and save our's until last.

4. Mining, now and everywhere as the commodity interests demand for self sufficency is better termed "strength through exhaustion."

5. Mining is also socialistically subsidized on public land since they pay little for the land and often leave great damage for the tax payer.

6. The bottom line: if the U.S. is so poor that we must mine the last remaining roadless areas, this nation won't make it.

7. After they mine where they want, what will they do for an encore?

D. ORV's

1. Non-designation of wilderness for Lime Creek and the Smokies makes little sense. There are some 350 million acres of roaded National Forests, Parks and other Interior land equal to the Common Market Countries, except England.

2. Further, from 30-50 percent of USFS trails are open to ORV's.

II. Mandatory timber cutting in the Bonners Ferry Area, Section 103.

A. There is no economic rationale for the irrational political decision.

B. You have learned nothing from the Tongass disaster.

C. Demand is a function of price. At a higher price, the quantity demanded declines.

III. Other Sec. 103 Special Manage Areas

A. East Weitas and Cook Mountain are both low produtive areas, 66-70 cu./ft. per year.

B. There is no way the USFS can maximize big game, wildlife, fish, and still log such poor sites in an economically efficient manner.

C. South Fork

1. There is no way the public can benefit if logging is allowed on tributaries and still meet the conditions set down in the plan.

2. The federal government has not mitigated the multi-million dollar loss of the Salmon Fisheries of the 1960's.

D. All Sec. 103 areas should be converted to wilderness in the name of economic efficiency.

To satisfy short-term needs for lumber harvesting in the more pristine areas of the National Forest, while other sources are available, is to rob future generations of something potentially of much greater value to them than to us. It is an immutable fact that future generations benefit both biologically and economically from the greater diversity and number of options available to it. As a professional economist of 30 years, I can find little economic justification for this bill and the public will be the losers.

Senator McClure. The entire statement and the attachments thereto will be made a part of the record.

Shawn McDonald.

STATEMENT OF SHAWN R. McDONALD

Mr. McDonald. My name is Shawn R. McDonald and I reside at Post Falls, Idaho.

Although we have an obligation to preserve the environment for our future generations, we have a much higher moral obligation to ensure the Constitutional liberties we enjoy today for our future generations.

I have called Idaho my home now for two decades and within those two decades I have owned five Idaho based businesses in the petroleum, plastic, electronics and communications industries.

I have also been involved in the steel industry. All of these industries are heavily dependent upon imported and domestic mineral resources and have been subjected to periods of crippling shortages for political reasons.

I am also a dedicated hunter, fisherman and informal student of nature. I can appreciate the benefits of having wilderness in Idaho, but I am also aware that minerals needed for our economic and political strength, unlike timber, cannot be planted and expected to grow when and where we want.

Potential minerals which could be permanently made inaccessible in areas legislated for wilderness include the platinum group metals, cobalt, gold, and silver. According to the 1988 Mineral Commodities Summaries published by the Bureau of Mines, we import for American domestic consumption 88 percent of platinum group metals from South Africa, the United Kingdom, and the U.S.S.R. and only have one production site in Stillwater, Montana. Platinum is used in bio-technology, medical, aerospace, electronic, automobile and many more industries.

The catalytic converters we use in our cars to keep our air clean need platinum. 40 percent of the gold for domestic consumption is imported from Canada, Australia and South Africa. Gold is also used in our bio-technology, medical, aerospace, electronic and many more industries. 57 percent of silver for domestic consumption is imported from Canada, Mexico, United Kingdom and Peru. In addition to the industries already mentioned, it is essential to our communications industry.

One example of the necessity for these precious metals is their use for medical instruments and equipment, which provide medicine the means necessary to research cures for the horrible diseases plaguing our society such as AIDS.

[The prepared statement of Mr. McDonald follows:]

TESTIMONY before Senate Energy and Natural Resources
Committee, March 12, 1988

By Shawn R. McDonald
E. 3801 Mullan, #34
Post Falls ID 83854

My name is Shawn R. McDonald, and I reside at East 3801 Mullan Avenue, Post Falls, Idaho.

Although we have an obligation to preserve the environment for our future generations, we have a much higher moral obligation to ensure the Constitutional liberties we enjoy today for our future generations.

I have called Idaho my home now for two decades. Within those two decades I have owned five Idaho-based businesses in the petroleum, plastics, electronics and communications industries.

I have also been involved in the steel industry. All of these industries are heavily dependent upon imported and domestic mineral resources. And have been subjected to periods of crippling shortages for political reasons.

I am also a dedicated hunter, fisherman and informal student of nature. I can appreciate the benefits of having wilderness in Idaho. But I am also aware that minerals needed for our economic and political strength, unlike timber, cannot be planted and expected to grow when and where we want.

Potential minerals which could be permanently made inaccessible in areas legislated for wilderness include platinum group metals, cobalt, gold, and silver. According to the 1988 Mineral Commodity Summaries published by the U.S. Geological Survey, we import for American domestic consumption, 88% of platinum group metals, from South Africa, the United Kingdom, and the U.S.S.R., and only have one production site in Stillwater, Montana. Platinum is used in bio-technology, medical, aerospace, electronic, automobile and many more industries.

Forty percent of gold for domestic consumption is imported, from Canada, Australia, and South Africa. Gold is used also in our bio-technology industries, medical, aerospace, electronic and many more industries. Fifty-seven percent of silver for domestic consumption is imported, from Canada, Mexico, United Kingdom and Peru. In addition to the industries already mentioned, it is essential to our communications industry.

One example of the necessity for these precious metals is their use, for medical instruments and equipment, which provide medicine the means necessary to research cures for the horrible diseases plaguing our society such as AIDS.

Eighty-six percent of the cobalt used in domestic consumption is imported, from Zaire, Zambia, Canada and Norway. Cobalt is used in our high-temperature alloys needed to manufacture jet engines for our aircraft. Without it our ability to travel and defend our airspace, our national security would be nil. It is also needed for our plastics industries. When you get home today, please take inventory of how many plastic products you have in your home, and then try to imagine your lives without those products. If we lock up domestic cobalt into wilderness, and Cuba is successful in their southern Africa adventurism we will be forced to accept a life without plastic products or the ability to defend ourselves by air.

These are only a few of the minerals which we depend upon for everyday life and national security. If the racist government of South Africa changes, can we be guaranteed the new majority government won't be just as racist, or a Marxist regime, opposed to sending ore to the United States? Even if the racist government stays in power, can we trust President Botha's commitment to trade with us when he has previously threatened to cut off our supplies of vital metals? NO. We must become self-sufficient in minerals, or we will lose our Constitutional liberties and our future generations will become victims to the whims of despots and Communist dictators.

I would like to propose an amendment to the McClure wilderness bill. That amendment would read: "...include all present wilderness-designated lands open to certain mining exploration and development, including general mining and mineral leasing for those minerals of which the United States presently imports twenty percent or more annual domestic consumption."

I want to thank Senator McClure for the effort that he has put into this bill. I appreciate having this opportunity to testify.

In closing, we all remember what happened during the oil embargo and the burdens it placed upon our people. Let's not let that happen to our future generations.

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Senator **McClure**. We will have to put the balance of your statement in the record. I appreciate your testimony. Thank you.

Karen Williams.

STATEMENT OF KAREN WILLIAMS

Ms. **Williams**. I am Karen Williams and I live in Coeur d'Alene. Thank you for allowing me the opportunity to testify on the Forest Management Act of 1988. That certainly is not a wilderness bill. I feel it is not a wilderness bill although great improvement has been made in areas of acreage and additions. I am not so sure the trade-offs are worth it. Frankly, the language of the bill scares me. 100 foot wide corridors in the wilderness areas from any existing set of parallel tracks, no reserve water rights in all Idaho wilderness areas, negation of current endangered species protection, and lastly, legislative logging cuts for the north Idaho Panhandle.

Congress cannot balance the budget if they are going to mandate to Idahoans how much timber to cut.

The language of this bill would deny any public input to the Forest Planning process. I thought these were public lands.

My last comment refers to the deletion of the head waters of the St. Joe and Little North Fork Rivers. The importance of these waters should be unquestionable. Because of the clean water in the spawning grounds, these areas provide for all lakes and rivers down the stream. I would like to refer to an article in the March 10 Coeur d'Alene Press in which Idaho Fish & Game biologist Larry LaBolle responded to criticism of new regulations which limit the number of cutthroat trout to one fish which must be 14 inches or larger and reducing the fishing season cutthroat on the Coeur d'Alene, St. Joe and Spokane Rivers and Lake Coeur d'Alene. LaBolle said restrictions are needed to replenish the fisheries with spawning size cutthroats whose numbers have been reduced because of environmental pressures. LaBolle said the goal of the regulations is to provide anglers with a better experience on the waters, adding that 90 percent are not catching a fish in a day. This is very real and it gets down to the facts. Thank you.

Senator **McClure**. Thank you very much. Thank you, ladies and gentlemen.

If the next group would come forward, please, Dick Bennett, Ron Wise, Ron Spomer, Paula Whitson, Tom May, Vincent Murray, Lynn Murray and Gerry Snyder.

While they are taking their seats, if the following people would please come to the stage. John Thurber, Tim Jacobson, Eric J. Wagner, Phil Druker, Linda Knolle, James Calderwood Burnham, Leo Crane and Ted Fuentes-Williams.

Mr. Hutchinson, you are giving Mr. Bennett's testimony?

STATEMENT OF RICHARD G. BENNETT, AS PRESENTED BY FRED HUTCHINSON, BENNETT LUMBER PRODUCTS AND SHEARER LUMBER PRODUCTS

Mr. **Hutchinson**. Yes, I am. Mr. Chairman, Governor Andrus and Congressman Craig, my name is Fred Hutchinson, I am representing Bennett Lumber Products and Shearer Lumber Products.

Dick Bennett had a prepared statement for the record and he asked me to present some brief oral thoughts.

Senator McClure. That statement, together with the attachments, will be placed in the record in full.

Mr. Hutchinson. Thank you. Let me say right off the bat that having watched you go through the two days of this hearing that I have seen, I now remember why it is that I gave up my own political ambition. It is a tough task and we do thank you for spending the time and effort you have.

Both Bennett Lumber and Shearer Lumber Products stand in opposition to the bill and reasons for which are included in that statement.

I would make two comments, having listened to some of the testimony this afternoon. First of all, it is my understanding that this is the second largest wilderness bill ever proposed to the State of Idaho. And only the Central Idaho Wilderness Act of 1980 included wilderness acreage that was larger. I think that is a point that's missed on several people—persons—several witnesses.

The second comment I would make is that all wilderness bills for Idaho, Hells Canyon, Sawtooth, Gospel Hump, Frank Church River of No Return bill involved trade-offs of varying nature. And I think that this bill does as well.

One of the problems that Bennett Lumber and Shearer Lumber have with this legislation is that it does not pick up on and take care of the problem that grows from the Central Idaho Wilderness Act of 1980 with respect to Meadow Creek area and that is an area that is again covered in testimony and we urge you to reconsider some language in that bill to take care of that problem. Thank you.

[The prepared statement of Mr. Bennett follows:]

Statement
of
Richard G. Bennett
Bennett Lumber Products, Inc.
and
Shearer Lumber Products, Inc.

before the
Subcommittee on Public Lands, National Parks and Forests
Committee on Energy and Natural Resources
United States Senate

March 12, 1988

Mr. Chairman, Governor Andrus, distinquished guests, I am Richard G. Bennett, an owner and officer of two companies with major lumber manufacturing facilities in Idaho, Bennett Lumber Products, Inc., located at Princeton and Shearer Lumber Products, Inc. of Elk City. The combined annual output of these two sawmills is 105-110 million board feet (mmbf) of lumber, making us one of the largest privately-held wood products manufacturers in Idaho.

I asked to testify at this hearing for two reasons. First, I want to tell you why nearly all of the forest products companies in Idaho -- including Bennett Lumber and Shearer Lumber -- oppose S. 2055. Second, I want to ask a series of questions that might help me and others understand why this legislation should be considered "a reasonable compromise," when nearly everyone who has studied the bill has decided to oppose it.

Why We Oppose S. 2055

Mr. Chairman, it is with great reluctance that I stand before you in opposition to this legislation. You and I and Governor Andrus have been friends for more than two decades. While the three of us have not seen eye-to-eye on all issues, we have always respected and trusted each other, and worked together whenever possible.

I would be pleased if we could resolve our differences over S. 2055 without a protracted fight. Unfortunately, that does not appear possible. You are committed to moving this bill without major changes, and we cannot support it unless it is amended substantially. We have four major concerns about S. 2055:

Concern No. 1: The Wilderness Proposals

We do not object to the overall amount of wilderness proposed in this bill. The forest products industry in Idaho can live with the designation of as much new wilderness acreage as proposed by this bill, but only if those additions do not include substantial volumes of commercial timber.

2) The definition of a road (Section 309, page 26) is inappropriate and ambiguous. The ultimate designation of proposed wilderness areas is dependent upon this definition which can only be verified by taking a 4-wheel drive vehicle on each road in question. I recommend that a road be redefined to be any shown on maps recently published by the U.S. Forest Service or by the U.S. Geological Survey. This would provide a less ambiguous means of designating wilderness boundaries, particularly in areas where 4-wheel drive vehicles have strayed from constructed roads.

3) The proposed wilderness boundaries often do not follow ecological boundaries such as streams or ridges. These would make management of the resource and establishment of boundaries more difficult for the Forest Service. This is only one example of the impracticality of forest management at the legislative level. I feel that forest management should be left to the forest managers and biologists who know the forest, rather than forced upon them by politically motivated legislation.

4) I oppose the provision for '3.5 million board feet additional allowable sales quantity of timber annually' above that recommended by the forest plan 'notwithstanding any other provision of the law'. Any timber harvesting should be in accordance with existing laws created to protect fish and wildlife habitat, water quality, and groundwater recharge. The high sales quota itself raises doubts about the ability to protect and properly manage the resources of the forest, particularly the grizzly bear-a symbol of wilderness and a national asset. I would like to see populations of this species in Idaho increase so that one day I might draw a hunting permit. The key to their survival and proliferation, as with other species, lies in habitat protection. The proposed legislation will fall short of meeting this goal.

5) I am opposed to designation of certain trails within the Lime Creek Special Management Area and the Smokies Special Management Area for 'use solely by motorized vehicles'. I feel that no hiker or outfitter should be excluded from public land, especially land that has wilderness qualities. As a fisherman, I would not appreciate having a idyllic afternoon on a stream marred by the noise of motorized vehicles.

# TESTIMONY
for the
'IDAHO FOREST MANAGEMENT ACT OF 1988'

I, Eric J. Wagner, graduate student of the University of Idaho's fishery resources program, urge Congress to reject the bill entitled 'Idaho Forest Management Act of 1988" for the following reasons:

1) Sedimentation mitigation referred to in section 6B does not realistically address the sedimentation problem. Mitigation by removal is extremely expensive at best and in most cases impossible. Lines 23 through 26 of page 14 of the bill states that 'mitigation by removal of deposited sediments shall occur before, during or immediately after commercial activity associated with timber harvesting within a sale area commences.' This statement overlooks the long term sediment problems associated with clearcutting and roads. Roads often add more sediment to the streams than timber harvesting itself.

Sediments in the streams adversely impact fisheries by covering eggs that lie in the interstitial spaces of the gravel and suffocating them. Sediments also occlude those spaces, preventing eggs from filtering down into the gravel. Organic sediments require oxygen for decomposition, which reduces that available for fish. This may be serious in impoundments, pools created by log jams or streams with little current or turbulence and relatively high temperatures. A further effect of sedimentation is the alteration of the substrate which in turn influences the relative dominance of aquatic insects, favoring the smaller midges (Chironomidae) over larger insects such as the stoneflies (Plecoptera). Larger trout generally prefer the larger insects, so growth may be adversely affected.

I suggest that the bill be modified to require that roads constructed to harvest timber in areas not designated as wilderness in this bill be closed and reseeded soon after completion of the harvest to minimize continued sedimentation problems. In the spirit of multiple use management mandated by law, these reseeded roads would provide forage for elk, deer, and cattle and may also be used as hiking trails.

certain aquatic insects such as a dominance of midges which are smaller insects when large ones like stone flies which can affect growth of the fish that select the larger insects.

In addition, on this issue of sedimentation, I suggest the bill be modified to require that roads constructed to harvest timber outside the area not designated as wilderness be closed shortly after timber harvesting has occurred. This way, we can harvest timber as well as meet the needs of the fishery and wildlife and water quality.

[The prepared statement of Mr. Wagner follows:]

Senator McClure. Thank you very much. And you indicated you had something to submit for the record. It will be included in the record.

Tim Jacobson.

STATEMENT OF TIM JACOBSON

Mr. Jacobson. Governor Andrus, Senator McClure and Representative Craig, my name is Tim Jacobson, a long-time resident of Idaho and of Moscow. As a fisherman, backpacker and kayaker and concerned citizen, I really feel that I cannot support your bills as they currently stand. I do appreciate your work and time that you have spent on it. I also appreciate the initiative of taking this and the risk that is involved. Speaking only for myself, I am concerned for several reasons.

First, this is a very important decision that will affect our state for generations. I am concerned with your rush to create a bill and get on with business. I am distressed that so many have been excluded in the formulation of this bill, not to mention your statements of inflexibility in consideration of changes or in improvements.

The only thing I really have to add on a personal note is my experience in a recent trip that I was on in northern Australia. Currently, we are at a crossroads much like the people of Queensland were 10 or 20 years ago. They then made such a cut and are now facing the consequences. The rainforest is basically gone, and also the jobs of the lumber industry. In spite of promises that there would be a continued harvest of trees, that has not happened. The effects on the Great Barrier Reef have been decimating, to say the least. Silt has reached out 60 to 80 miles into the ocean.

Currently, our position in Idaho is about the same. Our fishing and our hunting tend to lose.

Senator McClure. Thank you very much.

Eric Wagner.

STATEMENT OF ERIC J. WAGNER, COLLEGE OF FORESTRY

Mr. Wagner. My name is Eric Wagner and I am a graduate student at the University of Idaho. And I want to express my opposition to the bill for the following reasons.

Primarily, one of these issues is the sediment mitigation. And the bill refers to, and I quote, "mitigation of deposited sediment shall occur before, during, or immediately after the commercial activities associated with timber harvesting in the sell area." This language overlooks entirely the long-term effects of sediment on streams and fishery. I would like to point out some of those problems associated with sediment. Sediment in the streams adversely impacts fisheries by covering eggs. They also prevent fry—and eggs, fry that hatch out from escaping from gravel. They also—the organic sediments related to harvesting—they require oxygen for decomposition. This is especially a problem in backwater areas or in lakes or pools that are created by log jams or log debris that is left in the streams.

And a further effect of sedimentation is the alteration of the substratum. So, what we have is a change in the relative dominance of

March 12, 1988

TO: Senate Subcommittee on Public Lands, National Parks and Forests
Coeur d'Alene, Idaho

Members of the Committee:

I strongly oppose passage of the Idaho Forest Management Act of 1988 authored by James McClure and Cecil Andrus. There are several aspects of the bill with which I disagree.

It is inappropriate for a Senate bill to fix timber harvest levels on National Forests which are [redacted] far above levels recommended by the Forest Service, as this bill does in the Panhandle National Forest.

The wilderness protection for the Mallard-Larkins area is almost pitiful. Any bill to adequately protect the area should automatically include Buck, Foehl and Isabella Creeks, as well as Snow Peak and the headwaters of the St. Joe River near Halo Lake and Needle Peak. Some of these areas have been recommended for wilderness protection by the Forest Service.

Other valued areas recommended for protection by the Forest Service, and ignored by the authors, include approximately 16,000 acres in the Elk Summit area, as well as Steep Lake and the William's Peak area adjacent to the proposed Great Burn area.

One of the most negative aspects of the bill is the language which strips water rights from all existing Idaho wilderness areas, as well as language intended to override existing legislation, including the 1964 Wilderness Act, with respect to management of National Forests.

In summary, as the bill is now written it should be completely unacceptable to the Congress of the United States, though it may serve as a starting point for building a true bill that would resolve the debate over Idaho's roadless lands.

Respectfully,

John J. Thurber

John J. Thurber
1015 Deakin Street, #7
Moscow, Idaho 83843

some more negative comments to add to the list which I will submit in testimony. They are almost standardized objections, apparently. They have been said before by lots of people. I think that Idaho's wilderness lands primary value, both to the people of Idaho and to the people of the United States is as wilderness and as roadless lands. I am not saying that these 9,000,000 acres that we have left should be maintained as 9,000,000 acres of wilderness. I do not think it is in anyone's interest to try and cripple the forest industry, forest products industry. I think that a compromise is reachable. I think that we have fallen short at this time of getting there. It was not reduced timber supplies, I do not think, that has led to the recent depression in the Idaho timber industry. It is a much bigger issue than that. And so when people talk about community stability in timber towns, they must be aware that community stability does not depend strictly on the ability of timber for harvest.

A gentleman this morning had a rather cute statement, with his daughter on his knee, about speaking for his children and their future. I would not deem to speak for what my children may want when they mature, but I would speak to say that when they mature, I hope that the land will be around so that they may have the opportunity to make their own decisions, not what I have made for them.

[The prepared statement of Mr. Thurber follows:]

STATEMENT OF GERRY SNYDER

Mr. **Snyder**. Governor Andrus, Senator and Representative, it took millions of years to create our National Forests as they are today. There is no way I can talk in full in two minutes of the complexity of these forest lands and how they would be altered by your proposal. Multiple uses is just not cutthroat trout in our streams, large and strong elk herds in our hills, unpolluted areas where we can breathe clean air and hike scenic mountain peaks. These multiple uses are in serious jeopardy with the introduction of your Idaho Forest Management Act. I am not too impressed with your admission of the 1,400,000 acres of wilderness. I am upset with the opening of 8,000,000 acres of unpolluted lands to roads and developments. How can you call this a compromise?

Particularly when we have been trading basically one industry and raising cash for all the other multiple uses of natural resources. I find wilderness a continuing and enduring resource and an important and sound investment for Idaho's future. The Idaho Forest National Management Act is an invitation to—it's 8,000,000 acres mostly at the taxpayers' expense. I am basically disappointed that this proposal is a political approach to forest management rather than one of biological resource management. I want to draw your attention to the one very special area, the Mallard Larkins. Here is a copy I have given you of Thursday's Idahoan. I present to you the names of many people of Latah County who could not be here today but publicly for the record show their support for larger and improved Mallard Larkins wilderness. Before you is an area of 260,000 acres including drainages such as Foehl, Buck, Bear, Isabella, and many more that have been excluded from your proposal. And I am basically going to read this.

We, the undersigned, support the esablishment of the sound Mallard Larkins wilderness——

Senator **McClure**. Your time has expired. We will make a copy of that and it will be placed in the committee file.

Mr. **Snyder**. There are around 350 names on there and I would like to make one final note to say that I am disappointed that there could not have been hearings in any of the Lewiston, Moscow, or Grangeville areas that would accomodate the central and north central Idaho residents.

Senator **McClure**. Thank you, and thank you, ladies and gentlement for your testimony.

John Thurber, Tim Jacobson, Eric Wagner, Phil Druker, Linda Knolle, James Calderwood Burnham, Leo Crane and Ted Fuentes-Williams, please take your seats.

And while they are doing that, if the following people will come to the stage: Ken Wright, Dan Green, Mike Lee, Mike Korschel, Tom Baldwin, Lenny Barry, Brad Bowman and William Steele.

John Thurber, please.

STATEMENT OF JOHN J. THURBER

Mr. **Thurber**. Thank you. My name is John Thurber and I am from Moscow, Idaho. First, I would like to commend you gentlemen for your patience especially in the face of much negative comments today. This is almost over, isn't it? I have a list of objections and areas have excluded Heritage Cedar Grove in the past, and you have excluded that area in this bill. I think this is a statement—in its exclusion of the statement of what this bill plans to do, the meaning of Heritage Cedar Grove is that we have inherited a natural resource and I think we should dwell on that fact especially.

Heritage Cedar Grove is a beautiful area and when we log it, we are destroying the beauty of it. I plead with you to expand the acreages in this wilderness bill. Thank you.

Senator **McClure**. Thank you. And when you submit a written statement, we will include it for the record.

I might just mention that anyone who wishes to submit a written statement for the record may do so. Ordinarily I assume it will be two weeks from the closing of this hearing.

Lynn Murray.

STATEMENT OF LYNN MURRAY

Ms. **Murray**. My name is Lynn Murray and I am also from Moscow, Idaho. On a more general level, I would like to say that I think in Idaho we have a unique opportunity and vantage point because Idaho has not developed as rapidly as many other places in the world. We have had the opportunity to observe world problems, pollution, and vanishing resources. We can learn from the experience of others who have not conserved and protected their resources adequately. I think we are very fortunate in Idaho to have large forests and clean water throughout much of the state.

If there were no opportunities for recreation in wilderness areas, we should still preserve those areas simply for their water quality benefits. Water quality is a critical issue for the future of this planet. However, I think we are fortunate to be able to preserve resources, water quality and still have recreation. I think tourism and recreation are the best future for Idaho. We should base our economy on recreation and tourism, not timber, and we will have a stable base that is both environmentally and economically sound.

Now, on a specific level, I too would like to speak for Mallard Larkins. I feel the boundaries have not been well drawn there. They need to take into account factual matters for the future of the land. I too will speak for Upper Isabella Creek. It is a beautiful area and if you have not visited it, you should so that you could see the value that they offer for us and for future generations. I do support the Idaho Wild Land Defense Coalition wilderness proposal for Mallard Larkins and indeed for all the State of Idaho.

I would like to say that I think two other areas I would object to in the bill are the special management areas and the mandated harvest levels which attempt to override the National Forest Management Act and Water Quality Act. I think these are dangerous precedents to set. I ask you to be farsighted and look to preserve what makes Idaho what is truly unique. Wilderness is what makes the difference in Idaho.

Senator **McClure**. Thank you.

Gerry Snyder.

Senator McClure. Thank you. Ron Wise. Ron Spomer. Paula Whitson.

STATEMENT OF PAULA WHITSON

Ms. Whitson. I apologize also for not having additional copies of my testimony to hand out to you. My name is Paula Whitson and I live in Spokane, Washington.

I would like to add that I was born and raised in Cascade, which is a small town in west central Idaho. So my heart is still in Idaho and probably always will be. And I am always proud when people ask me where I am from and usually I say Idaho.

I am here today because I am concerned about one of Idaho's most precious resources, its forests and wild lands and the threat posed by the Idaho Forest Management Act of 1988. I am strongly against the provision of Section 103, special management areas, and I will limit my brief comment to the section.

Section 103, the first part of the first portion states that notwithstanding any other provision of law, the Bonners Ferry special management area will provide 3,500,000 board feet additional allowable sales quantity of timber annually above the allowable sales quantity level for that area in the forest plan. Even worse, this type of language seems to be expanded to the entire Panhandle Forest. This requirement would override current national environment legislation, such as the Clean Water Act and the National Forest Planning Act and would possibly cause violations of laws already authorized by the U.S. Congress. The wording, notwithstanding any other provision of law, sounds like something you might expect to hear on an issue regarding national security. It is certainly not an acceptable approach to resource management.

Other portions of Section 103 undermines the intent and integrity of the National Forest Management Act by depriving the public of their legal right to work within an established process to improve forest lands. Management areas not designated as wilderness will be set by Section 103. Rightfully, management should be under the jurisdiction of the forest planning process. The combination of these provisions appear to constitute a back-door approach to part of this language, and of course, I strongly oppose. Thank you.

Senator McClure. Thank you very much.

Tom May.

Vincent Murray.

STATEMENT OF VINCENT MURRAY

Mr. Murray. My name is Vincent Murray. I am from Moscow, Idaho. I too do not have a written statement. Can I give you one later?

Senator McClure. Yes, you can.

Mr. Murray. I come here today to represent myself, my family and friends down south. We spend most of our time hiking in the Mallard Larkins area and oppose your bill specifically because of the way it treats that area.

I am opposed to your arbitrary boundaries, straight line boundaries. I am opposed to the exclusion of Buck, Foehl, Canyon Creeks, Minnesaka Creek and especially Isabella Creek. I know the Pioneer

6. Why won't you restore the East Meadow Creek commitment made in 1980 by including language in this bill?

7. If you will not help us fix the East Meadow Creek problem, what assurance do we have that you will be ready to help the industry if problems arise from the language of this bill?

8. Finally, why is it necessary to rush this bill to enactment? What does the forest products industry, or anyone else, have to lose if this matter goes unresolved for a while longer?

Allowable Sale Quantity for the Nez Perce National Forest would exceed 125 mmbf. As it is, with East Meadow Creek, "out" of the timber base, the Allowable Sale Quantity in the Plan is set at 108 mmbf, a timber sale level that will not support our mills at an efficient level of production.

Mr. Chairman, the point I am making here is that Congressional intentions can be undermined and changed by the Forest Service. The need for constant oversight is critical, and, sometimes, it is necessary to revisit an issue that seemed to be settled.

East Meadow Creek should give everyone pause to think. How are we to believe that the special management area language in S. 2055 will really work? And, if in five years we find out that it does not work, what recourse will we have?

Earlier this year, we submitted language to the authors of S. 2055 to correct the East Meadow Creek problem. That language was rejected out of hand. We ask you to reconsider that decision. The pending bill is a perfect vehicle to clarify and restore the earlier Congressional intent with respect to East Meadow Creek.

If that is not done, I would caution everyone who intends to make business decisions based upon the special management area provisions of this bill with the following words: don't bet the mill that this bill will solve your timber supply problems.

My Questions for You

Mr. Chairman, I have compiled a list of questions, the answers to which would help us understand what it is you are attempting to accomplish by speeding this bill to enactment:

1. Why are these hearings being held if there will be no possibility to make major changes to the bill?

2. Why are you departing from past practice by proposing to include within wilderness timber resources that contribute directly to the timber sale program?

3. What caused you to change your mind about withholding an Idaho wilderness bill until stronger release language is developed?

4. Will you help us draft and promote better release language? If so, when?

5. What leads you to think that this bill will end the wilderness controversy in Idaho?

While I know that you are aware of the history of this area, others at this hearing may not know the full story, so let me recite the relevant facts.

Meadow Creek is a tributary to the Selway River located within the Nez Perce National Forest. The forestland on either side of Meadow Creek is roadless and undeveloped. Because the Forest Service has different plans for each side of the drainage, the roadless area has been divided, with the dividing line located (for the most part) on the creek-bottom. The West Meadow Creek area includes 107,512 acres, while the East Meadow Creek area encompases 94,203 acres.

Both areas contain vast stands of valuable timber. Although West Meadow Creek has lower anticipated access costs, timber sales in East Meadow Creek should also be economically viable. Despite that fact, East Meadow Creek was recommended for wilderness by the Forest Service in the RARE II process.

In recognition of the timber in East Meadow Creek, the legislative history of the Central Idaho Wilderness Act of 1980 made it clear that Congress did not agree with the Forest Service recommendation. In fact, Senator Church initiated an exchange of correspondence with the Department of Agriculture designed explicitly to ensure that the agency's wilderness recommendation for East Meadow Creek could be reversed by language in the reports. The necessary language was included in the reports, and we thought this issue was laid to rest.

However, the Ninth Circuit Court of Appeals decision in California v. Block effectively invalidated the RARE II process. As a result, the Forest Service decided to restudy the wilderness potential of all of the RARE II areas, even those supposedly released by the Central Idaho Wilderness Act, (including East Meadow Creek).

The roadless area restudy for the Nez Perce was incorporated into the planning process undertaken by the Forest Service pursuant to the National Forest Management Act of 1976.

The Final Nez Perce Plan issued in October 1987 ignores the stated intent of Congress that the timber present in East Meadow Creek be made available for sale.

Relying on selected portions of the legislative history of the 1980 bill, the Forest Service has decided that East Meadow Creek should remain de facto wilderness. More importantly, the agency did not classify East Meadow Creek as "suitable" for timber management, meaning that the timber within the area would not contribute to calculation of the Allowable (Timber) Sale Quantity.

The Forest Service estimates that East Meadow Creek could produce about 20 mmbf of timber each year on a sustained-yield basis. If this timber were available -- as we were assured it would be -- the

We feel that the standard release language must be made stronger before another single acre of land in Idaho is set-aside as wilderness.

We do not want to end up like our counterparts in states such as Oregon and California who were forced to accept major wilderness additions and watered-down release language, and ended up with a proliferation of appeals and lawsuits. As we see it, we have little to lose and a lot to gain by waiting for stronger release language.

Concern No. 3: "The Finality Myth"

The third major problem we have with S. 2055 relates to an issue which, for lack of a better term, I call "the finality myth."

For the past 24 years -- ever since passage of the Wilderness Act of 1964 -- we have heard our elected officials say that the wilderness bill they are supporting was "the last one for Idaho."

Once again, we are asked to believe that this bill, as Senator McClure has said, "will finally resolve the longstanding, difficult issues surrounding the remaining forest wilderness in Idaho." Well, I for one, cannot believe that this is the last wilderness bill.

As long as there are environmental groups in Idaho, composed of people who think that the national forests ought to be managed like the national parks, and others who think that trees and rocks should be treated like religious icons, there will be pressure for more wilderness. And, there will be more wilderness bills. It is unrealistic to think otherwise.

If we believed that this was truly the last wilderness bill for Idaho, then we might be willing to step aside and let it go through. Of course, we'd still have problems with places such as Mallard-Larkins, but we might be persuaded to drop our insistence that release language changes be made before wilderness additions.

Unfortunately, wishful thinking will not prevent wilderness zealots or their supporters in Congress from sponsoring future wilderness bills.

Concern No. 4: Follow-up

Mr. Chairman, the final concern I have about S. 2055 is that it does not address issues that were supposed to have been resolved in previous wilderness bills, but instead remain unsettled. Of particular concern to us is the East Meadow Creek roadless area within the Nez Perce National Forest.

The issue has never been one of just total acres, it has always been a question of where to draw the boundary lines.

I am sure that the other witnesses at this hearing will describe timber-related problems associated with specific areas. While I will not repeat their arguments, I want you to know that we share and support their concerns.

I do, however, want to take a minute to address the proposed 161,100 acre Mallard-Larkins Wilderness. I am told that the Mallard-Larkins area contains over 1.5 billion board feet of merchantable timber, and that designation of this area as wilderness would reduce the Allowable Sale Quantity (the maximum volume of timber to be sold each year) for the Clearwater National Forest.

If so, this bill sets a new and dangerous precedent for Idaho. For the first time, an area contributing directly to the timber sale program would be included within a wilderness area. In all previous Idaho wilderness bills, great care has been taken to avoid reducing the timber base upon which the industry relies, and we see no reason to start doing that now.

Concern No. 2: Release Language

The forest products industry in Idaho is unanimous with respect to release language: the standard provisions included within other state-wide bills are simply not strong enough.

Forget all the rhetoric you have heard about "hard" versus "soft" release language. From a practical standpoint, it makes little difference if the wilderness attributes of the roadless areas are restudied in ten years, twenty years, or ever again. Unless these areas are opened-up, they will be de facto wilderness forever. What concerns us more than future wilderness studies is the challenges being made by environmental extremists to forest management decisions, such as the construction of roads or the sale of timber.

We know that you have "due process" concerns about eliminating citizen access to appeals and litigation. While we share those concerns to some degree, we also believe strongly that a way must be found to separate legitimate challenges to bad decisions from frivolous appeals and lawsuits that have no basis except a philosophical disagreement about whether or not timber should be sold in a particular watershed.

Both of the authors of S. 2055 told us that there would be no reason to have a wilderness bill unless stronger release language was included. Now they tell us that they will help the industry work out better release language at some future date, after this bill becomes law. We are not satisfied with such an indefinite promise.

6) Many important areas with wilderness qualities have been omitted from wilderness designation. Areas familiar to me in North Idaho excluded from the bill which I feel should be included are the Needle Peak area and Isabella Creek (Mallard-Larkins), and Fish and Hungery Creeks. Not only does Fish Creek have rainbow trout densities almost double that of similar creeks in the area (Figure 1), but this region is also unique in that it includes the only portion of the Lewis and Clark trail which is much the same as Lewis and Clark would have seen it. So, this area has outstanding qualities for both biological and historical reasons, and should be managed as wilderness.

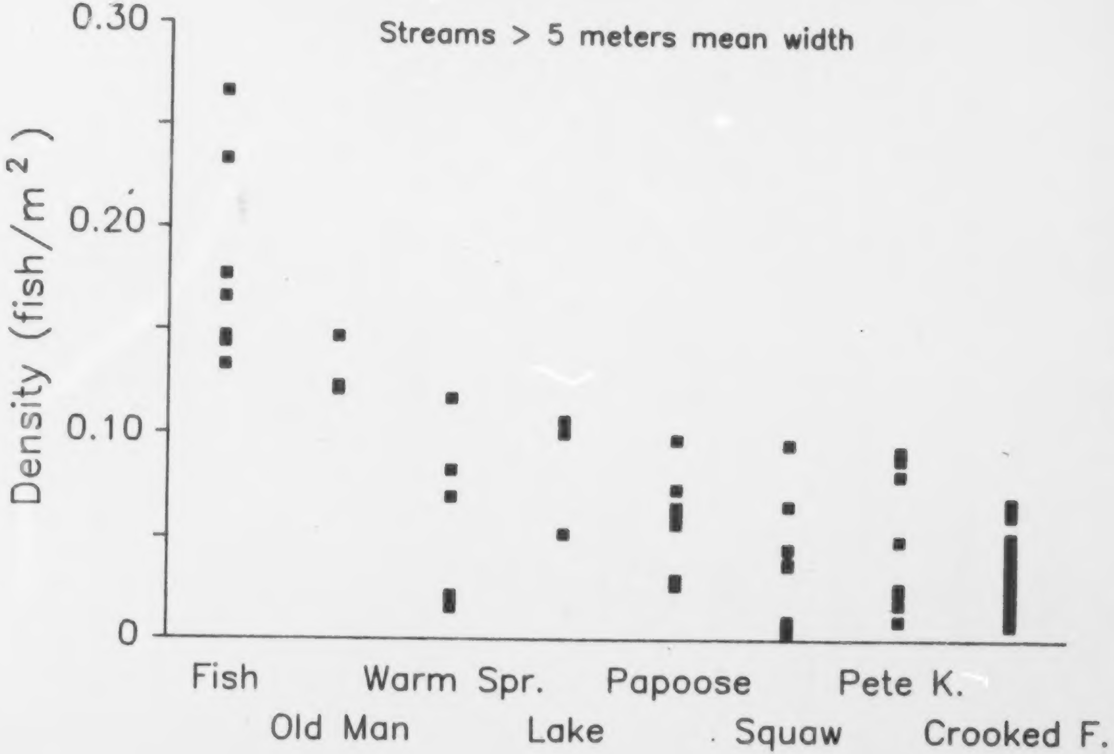
Sincerely,

Eric J. Wagner

Eric J. Wagner
Fishery Dept.
College of Forestry, UI
Moscow, ID 83843

AGE II+ STEELHEAD POOL DENSITIES

Lochsa River Tributaries, 1975–1978



Senator McCLURE. Thank you very much. Your entire statement together with the attachment will be made a part of the record.

Phil Druker.

Linda Knolle.

James Calderwood Burnham.

STATEMENT OF JAMES CALDERWOOD BURNHAM

Mr. BURNHAM. My name is Jim Burnham. I am president of Environmental Law Society of the University of Idaho, College of Law. I am a tree nut, some people may call me an extremist. This is not a legal argument, but an emotional appeal.

I am from Colorado. I managed to escape the overpopulation and environmental degradation occurring in that state. I came to Idaho because it has the largest defacto wilderness areas in the lower 48. I hate to throw numbers around because they can be misleading, especially when I cannot guarantee their accuracy. However, I do know that all the wilderness in the lower 48 totals over 1 to 4 percent of the land mass, about half of that protected. Why should I compromise on only 4 percent and I do not think that is being extremist. Sooner or later, progress is going to have its way. I walked over 250 miles through Idaho's wilderness last summer. We need to protect all, and I repeat all of what is left. That is why I support this bill. Wilderness is not a renewable resource.

If you go back to eastern Europe, you will see. I think it is time to start looking to Theordore Roosevelt for guidance. And yet the environmentalist and his environmental implementation that he supported could be excused because he had half the population and plenty of wilderness back then. If he were here today, I venture to say that he would put the brakes on right now and save what is left. Idaho has what no other state in the lower 48 has. Idaho is what America used to be. Let us save it all.

And I will answer the gentleman that earlier made a comment about the constitutional freedoms, et cetera, I will have to quote Aldo Leopold who said, "Of what avail are boyhood dreams without a blank spot on the map?" Thank you very much.

Senator McCLURE. Thank you.

Leo Crane.

STATEMENT OF LEO CRANE

Mr. CRANE. Yes, thank you. My name is Leo Crane. Governor Andrus, Senator McClure and Representative Craig, first off, I want to thank you for your efforts and for your addressing the outfitting industry in your bill.

Now, I would like to address the Mallard Larkins area and the areas you left out, mainly Isabella, Minnesaka, Bear and Foehl Creek, Buck Creek and Snow Peak. This would have a very disastrous effect on the whole area if these areas are logged. The cluster of high lakes are the heart of the whole area and by logging, erosion is inevitable. Those roads will come within three quarters of a mile of those lakes. The main trail that has the easiest and best access to those lakes, which I have seen small children, very pregnant women and all ages hiking that trail to the end of those lakes look down on Minnesaka and Bear Creek and across the Little

North Fork to Foehl Creek and Buck Creek and Snow Peak. If these areas are logged and roaded, it will ruin the whole idea of the wilderness area.

People go into these wilderness areas to enjoy the peace and quiet and solitude, not to hear chain saws and logging equipment and see dust rising as they walk in. This trail is about four miles long and five miles to the first lake. And during that whole time, it will be looking down on the logging trail, if Bear Creek and Minnesaka are logged.

And I feel that the Congressmen and the American people are going to have to subsidize logging industry by building these high-cost roads in these rugged and unstable areas.

Why not simply turn those funds over directly to the logging company for distribution to their employees and save the extraordinary mountain forests for non-destructive use for future generations? Thank you.

Senator McClure. Thank you.

Ted Fuentes-Williams.

STATEMENT OF TED FUENTES-WILLIAMS

Mr. Fuentes-Williams. It is with great sadness that I give the following testimony, for I would prefer the opportunity to express my support for a well-balanced wilderness preservation bill rather than have to object so strongly to the wilderness elimination bill that is being presented. In order to show some of my opposition, I would like you to imagine the Panhandle National Forest 20 years in the future. The area is so road covered and clearcut ridden, that there is little resemblance to the magnificent forest that once stood here. There are no grizzlies or wolves, for their habitats have been permanently placed into the timber base and only a small incomplete isolated ecosystem has been preserved as wilderness. Nothing more than a token of what north Idaho's once expansive wild lands were.

What is rather ironic is that the timber resources that this bill was meant to exploit have been so thoroughly decimated that only a handful of timber jobs remain. So not only has the implementation of the McClure-Andrus Forest Management Act sacrificed the forest, wilderness and the water quality of Idaho, it has sacrificed their industry that it has meant to boost.

This is the vision that I have for all of Idaho if this bill becomes law. It is clear to me the intent of this bill is to increase immediate economic payoff from our forest with no forethought of future ramifications.

I would like to give a couple of specific problems that I have with the bill and make some general comments. As many other people have said, a hard release language and statements, such as notwithstanding any other provision of law, serve to eliminate future public review as was guaranteed to us by the National Forest Management Act and is the foundation of the democratic process.

I suggest that any and all hard release language and effective hard release language be removed from the bill. The use of the wilderness bill to introduce special management language is very deceptive. I would like to make one last point. The definition of a road or parallel track should be removed from the bill. In its place should be language that closes any existing roads that bisect potential wilderness lands and these roads should be reforested and included in the wilderness system.

Senator **McClure**. Thank you very much.

Mr. **Fuentes-Williams**. I would also like this proposal of wilderness to be included as a minimum proposal for wilderness.

Senator **McClure**. Thank you. Thank you, gentlemen. I appreciate your testimony.

If the following people would please take their seats at the table: Ken Wright, Dan Green, Mike Lee, Mike Korschel, Tom Baldwin, Lenny Barry, Brad Bowman and William Steele.

And if the following people could please come forward to the stage and take their seats in the back: David Lockman, Mike Carpenter, Wendell Sinn, Roger Harris, Ralph Roseberg, Paul Rawlings, Gordon Tate, and Marcella Hanson.

Ken Wright.

Dan Green.

STATEMENT OF DAN GREEN

Mr. **Green**. My name is Dan Green and I am from Moscow. My family moved to Idaho some 35 years ago because they fell in love with the mountains and the wonderful hunting and fishing. My native Colorado was starting to have more than its share of growing pains. You could hardly find a place to camp in the front range and trigger-happy Texans were taking more of their fellow hunters than trophy bucks.

Since the early 1950's when I came to Idaho, it has gotten harder every year to get an elk and I have had to travel a lot farther from the road to find decent fishing. My sons probably will never know the excitement of having a Boone and Crockett buck in his site or a really big steelhead on his line.

I would like to relive the good old days and I like to tell tall tales around the campfire. Well, I am a realist. I know that there are more people and problems these days and we can never go back to the good old days.

Just as I want to relive the good old days, so do the loggers and mill workers who have been the backbone of north Idaho's economy. They also remember the 1960's when the mills were booming and there was not a dark cloud on the horizon.

I worked for Potlatch then and I remember the happy-go-lucky loggers who worked hard in the camp all week and went to town on payday and blew their check at Maggie's Bend or one of the other wide spots in the road. It was a good life and I hate to see it changed. But I am a realist.

I want a future for my children that is built on sound economic principles, not on government money. I have seen what the federal trough has done to farmers. It has not only driven them to the brink financially, it destroyed that spirit, that independence that conquered the frontier.

I see loggers headed down that same road. The farmer took advantage of those chief government loans and price support programs and produced so much wheat that the bottom fell out of the market. When the chickens came home to roost, there was not enough gold in Fort Knox to keep the banker from the door.

First the loggers wanted to keep out Canadian lumber, then they wanted to ban log exports to Japan, now they want the government to build roads at taxpayers' expense into the back country. That is not the kind of future I want for my children.

Senator McClure. Thank you.

Mike Lee.

STATEMENT OF MIKE LEE

Mr. Lee. I am sorry, I do not have a copy of my testimony. My name is Mike Lee and I represent the Bayview Chamber of Commerce, Friends of Bayview, and the Lake Pend Oreille National Resources Organization.

I come from a family of loggers and here I am being called an environmentalist. This is the reason why. The Lakeview enviromental impact statement for the southeastern shore of Lake Pend Oreille was withheld from the public. It clearly states that visual quality, recreation and wildlife are the most important resources around our lake. It also clearly shows the Bernard Peak area directly across the lake from Farragut State Park should not be logged.

So why did the Sandpoint Ranger District spend over four years and tens of thousands of dollars to ignore this document?

How many other federal regulations are being ignored? Is the public being served by this type of behavior or the powerful lease timber industry? When the forests around our scenic rivers, lakes and towns are nothing but clearcut checkerboards and our streambeds are dry, who will pay? The tourist industry will without scenic vistas. The Fish & Game will without diverse wildlife. The loggers will with federal regulations that they are trying to force down their throat. And the timber industry, they will just move on to greener forests.

I speak for sound sustained forest management practices that will serve the will of all of the people of our fair state. The majority of public lands are going to be logged through the process of slash and burn without thought to the consequences of such behavior. Dollars do not always make sense. Therefore, it is vital that the appeal process remain intact, for it is only through this means that concerned citizens are able to enforce federal regulations to insure the high quality of life we people of north Idaho have come to enjoy. Every effort should be made to preserve, develop, and enhance all of the public resources for Idaho's future.

Do not let multiple uses become the byline for clearcut abuses. Governor Andrus and Senator McClure have set an important precedent for cooperation despite its perceived shortfall. I do not feel qualified to judge the merits of your proposal. I speak for those without a voice in these affairs, the next generation, who will be forced to live with the truth or falsity of our legislative reality. Thank you.

Senator McClure. Thank you.

Mike Kroschel.

STATEMENT OF MIKE KROSCHEL

Mr. **Kroschel.** I have worked trails for about six years in the Mallard Larkins area, 50 miles of trail in the Mallard Larkins and proposed special management areas. Many of the trails I have seen in that district are gone due to logging impact and a disregard for trails and paths and that is just something that will have to change.

Wilderness classification would close this entire area to motorized usage. This restriction to motorize trail usage is beneficial to promoting elk habitat and also offers an ever-increasing number of recreationists who enjoy outstanding scenery, hunting, fishing, camping, backpacking, riding horses or rafting an opportunity to experience these activities within a high degree of solitude.

The Foehl Creek and part of Buck Creek drainages are to be designated as special management areas and will allow timber harvest within the parameters of C8S management prescription. The goals and standards of the C8S management prescription are necessary to preserve these most important quality elk hunt units if these goals and standards can be met.

The Buck Creek drainage ownership is in a checkboard pattern with Burlington Northern and National Forest land. Acquisition of BN sections of land may be necessary to prevent unrestricted timber harvest which is not consistent with the C8S management prescription. There are approximately 60 miles of trails within the Buck Creek and Foehl Creek special management areas. They are very steep and the road will undoubtedly have to cut through them and the K–V funding will be required and will increase timber cost. Trail avoidance or mitigation of impact is necessary to preserve the trail system resource. I do not agree with the wilderness boundary or special management area.

[The prepared statement of Mr. Kroschel follows:]

Mike Kroschel

815 2nd. St.

Coeur D' Alene, ID.

83814

3/12/88

Subcommittee on Public Lands,
National Parks and Forests--Senate Energy
and Natural Resources Comittee

Public Hearing Testimony Re: Idaho Forest
Management Act, Senate Bill 2055--Mallard-
Larkins Proposed Wilderness Area

Need for Wilderness Designation:

The Mallard-Larkins Pioneer Area and the adjoining peripheral area which is within the proposed wilderness boundary, is characterized by numerous high mountain lakes, streams and rivers, which run through steep walled valleys.. Elevation ranges from 2400 foot along the Little North Fork Clearwater River, to 6870 feet at Mallard Peak Lookout.

The Mallard-Larkins area is typified by outstanding scenery, numererous cultural resources, and an ecological diversity which permits a wide variety of endemic biotic communities to co-exist. Wildlife common to the area include mountain goat, moose, black bear, deer, coyote and elk. On rare occasions one may spot a wolf, mountain lion or a grizzley bear. Fishing is outstanding in most streams, rivers and lakes. Environmental impacts within this area are negligible. This condition is not apt to change as Forest Management Plans regarding this area stress preservation.

Trails are extremely important as the primary means of access both for administrative and recreational purposes. Approximately 250 miles of trail allow access through this pristine area of proposed wilderness and peripheral special management areas.

Motorized vehicles are not allowed within Management Area 12 (St. Joe Wild and Scenic River Corridor), or within the Mallard-Larkins Pioneer Area. Motorized vehicles less than 40 inches in width are permitted to use much of the remainder of trail mileage.

Wilderness Classification would close this entire area to motorized usage. This restriction to motorized trail usuage is beneficial to promoting elk habitat, and also offers to an ever increasing number of recreationists, who enjoy outstanding scenery, hunting, fishing, camping, backpacking, riding horses or white water rafting, an oppertunity to experience these activities within a high degree of solitude.

Mike Kroschel

Wilderness Boundary and Language:

I am in general agreement with the Mallard-Larkins proposed wilderness boundary as it is presented in the Idaho Forest Management Act. Roadless areas peripheral to this wilderness boundary which include the Foel Creek drainage, Buck Creek drainage and Mosquito-Fly drainages are now important for Elk and Fish habitat and also act as buffer zones to the core Wilderness Area. These areas may have to be compromised by timber harvesting and roading activities. Impacts will be felt within the Wilderness. Foehl Creek and part of Buck Creek drainages are to be designated as Special Management Areas, and will allow timber harvest within the paremeters of C8S management perscription. The goals and standards of theC8S management perscription are necessery to preserve these most important "Quality Elk Hunt" units if these goals and standards can be met.

The Buck Creek drainage ownership is in a checkerboard pattern with Burlington Northern Inc., and National Forest land. Acquistion of B.N. sections of land may be necessary to prevent unrestricted timber harvest which is not consistant with the C8S management perscription. There are approximately 60 miles of trails within the Buck Creek and Foehl Creek Special Management Areas. There is no mitigation language in the C8S perscription to protect this resource from the damaging impacts of timber roading.

These drainages are steep and roads will necessarily be designed to wind around--impacting trails. Trail avoidance or mitigation of trail impacts is necessary to preserve the trail system resource. Timber Sale "K-V" funding will be necessary and will increase the cost of timber sales.

I do not agree with the Wilderness boundary or Special Management Area along the St. Joe Wild and Scenic River, and Bacon Creek. This area, which includes Needle Peak, Yankee Peak and NeverSweat Peak, was included in the Idaho Panhandle National Forests, Mallard-Larkins proposed Wilderness Area, and is protected now under the Forest Plan Management Area 11 perscription for proposed Wilderness. I believe that even with timber harvesting controlled under the C8S perscription, that noise and visual quality impacts will be detrimental to the surrounding Wilderness values. Approximately 60 miles of trail would be effected by this new Wilderness proposal boundery--Special Management Area designation. These trails include the St. Joe Wild and Scenic River Trail #48, and the Bacon-Bean Loop Trail #66, which are the most popular hiking and horseback riding trails within the Avery Ranger District. An outfitter, the St. Joe Hunting and Fishing Lodge, depends upon this entire area's trails for its operation to be successful.

Management of trails and Wilderness within the Avery Ranger District--Idaho Panhandle National Forests, would be more difficult as a result of this Special Management Area, which divides several trails, part in and part out of the Wilderness . This area also intrudes and separates Wilderness areas in the Avery Ranger District. The Upper St.Joe Wild And Scenic River and St. Joe Lake area becomes a spatially isolated unit apart from the main portion of the Mallard-Larkins Wilderness. Roading or motorized use is not permitted along the St. Joe Wild and Scenic River corridor(one mile each side of the river); this will restrict any timber harvesting. Visual quality level is the highest (1) on most of the trails in this area, which will also restrict timber harvest and roading activities. Avoidance or mitigation of trail resources will decrease profit and increase cost of timber sales.

There are many recorded and unrecorded cultural resources in this area, which reflect past minning, trapping, Forest Service Administrative and prehistoric activities. It will take many years to evaluate and record these sites; the Idaho Forest Management Act specifies a two year period for this activity.

In concession to the Idaho Guides and Outfitters, the bill would allow caches. This policy should not be allowed in Wilderness areas and is not necessary--it detracts from the Wilderness values.

Senator McCLURE. The balance of your statement will be placed in the record. Thank you.

Tom Baldwin. Lenny Barry. Brad Bowman. William Steele.

STATEMENT OF WILLIAM STEELE

Mr. STEELE. My name is Bill Steele. I reside near Spangle, Washington.

I am speaking as a private citizen. I would like to begin my comments by specifically addressing the areas of north Idaho with which I am most familiar personally. While I think the proposals for the smaller areas, namely the Salmo-Priest, Scotchsman Peak, and Long Canyon Selkirk Crest are adequate, S.2055 butchers the Mallard Larkins roadless area.

Snow Peak offers not only spectacular alpine scenery, but it is home to mountain goats. The Snow Peak-Buck Creek area is particularly the only part of the water shed of the Little North Fork of the Clearwater that has not been devastated by logging. I feel that this area should definitely be included in the wilderness proposal as should all of the head waters of the St. Joe River which have not yet been destroyed by logging.

Foehl Creek is also an important tributary of the Little North Fork, and its drainage, which is important elk habitat, should receive wilderness protection. The Elizabeth Lakes area is a popular wilderness recreation area and should receive protection. It should not be cut off from the rest of the Mallard Larkins by a road.

Also on the south side, Upper Isabella Creek and its ancient cedard grove are left out of the proposal even though they were recommended for wilderness protection by the Forest Service. Clearly, this area too deserves protection through wilderness designation.

While the first eight pages of S.2055 designate a very meager fraction of the surviving roadless land in Idaho for wilderness, the remaining 19 pages constitute a thinly veiled attempt to rewrite the National Forest Management Act and to subvert the intent of the Wilderness Act. These 19 pages would transfer a good deal of basic management decision-making which should be based on careful field observation from trained forestry professionals in the forest service and substitute the short-sighted demands of Idaho politicians. In a single act, citizen appeals of Forest Service management plans would be thrown out, water rights would be stripped from both new and existing Idaho wilderness area, airstrips would be made permanent, and unrealistically high timber harvest for northern Idaho would be written into law. In my opinion, this bill should be retitled the Logging Industry Welfare Act of 1988 and it should never be enacted.

[The prepared statement of Mr. Steele follows:]

Remarks for Senate Field Hearings on S.2055, the "Idaho Forest Management Act of 1988"

by

William K. Steele
Route 1, Box 146
Spangle, WA 99031

I am speaking as a private citizen. Although I am a Washington State resident, I believe that because we are dealing with national forests, a federal resource, my remarks should carry the same weight as any other citizen, Idaho resident or not.

I feel very strongly that of the more than nine million acres of national forest land of wilderness character in Idaho, a substantial portion should be preserved and protected under the Wilderness Act. I do not consider the 1.3 million acres proposed for protection in S.2055 a substantial portion. Some of the most outstanding scenic and recreational areas such as the North Lemhis and the Smoky Mountains have been omitted altogether.

I would like to comment specifically on the areas of North Idaho with which I am most familiar personally. While I think the proposals for the smaller areas, viz the Salmo-Priest, Scotchman's Peak, and Long Canyon-Selkirk Crest are adequate, S.2055 butchers the Mallard-Larkin roadless area. Snow Peak offers not only spectacular alpine scenery; it is home to mountain goats. The Snow Peak-Buck Creek area is practically the only part of the watershed of the Little North Fork of the Clearwater that has not been devastated by logging. I feel that this area should definitely be included in the Wilderness proposal as should all of the headwaters of the St. Joe River which have not yet been destroyed by logging. Foehl Creek is also an important tributary of the Little North Fork, and its drainage, which is important elk habitat, should receive Wilderness protection. The Elizabeth Lakes area is a popular wilderness recreation area and should receive protection. It should not be cut off from the rest of the Mallard-Larkins by a road. Also on the south side, upper Isabella Creek and its ancient cedar grove are left out of the proposal even though they were recommended for Wilderness protection by the Forest Service. Clearly this area, too, deserves protection through "Wilderness" designation.

While the first eight pages of S.2055 designate a very meager fraction of the surviving roadless land in Idaho for Wilderness, the remaining 19 pages constitute a thinly-veiled attempt to rewrite the National Forest Management Act and to subvert the intent of the Wilderness Act. These 19 pages would transfer a good deal of basic management decision-making which should be based on careful field observations from trained forestry professionals in the Forest Service and substitute the shortsighted demands of Idaho politicians. In a single act, citizen appeals of Forest Service management plans would be thrown out, water rights would be stripped from both new and existing Idaho Wilderness areas, airstrips would be made permanent, and unrealistically high timber harvests for northern Idaho would be written into law.

In my opinion, this bill should be retitled, the "Logging Industry Welfare Act of 1988," and it should never be enacted.

William K. Steele
12 Mar 88

Senator McClure. Thank you, gentlemen. David Lockman, Mike Carpenter, Wendell Sinn, Roger Harris, Ralph Roseberg, Paul Rawlings, Gordon Tate and Marcella Hanson, please take your seats at the tables.

We will have a brief intermission following the presentation of this group.

David Lockman.

STATEMENT OF DAVID LOCKMAN

Mr. Lockman. Governor Andrus, Senator McClure and Congressman Craig, I oppose this bill because it does not protect nearly enough of Idaho's roadless resource as wilderness and includes many inadequate and illogical boundaries around areas it does protect. I cannot list all the areas I feel have problems but I am especially concerned about boundaries of Mallard Larkins area and would request also special areas surrounding wilderness as well as Bacon Creek, Foehl Creek be included in the wilderness.

I am concerned about many of the special provisions contained in this bill. I especially oppose language creating the Bonners Ferry special management area which would establish a Congressionally mandated minimum annual allowable sales quantity of timber for both the Bonners Ferry District and the whole Idaho Panhandle National Forest, notwithstanding any other provision flaw. This language would eliminate the public's legal right to provide input and to appeal management decisions through the forest planning process created through the Forest Management Act and would force forest managers to provide annual sales volumes regardless of damage caused to water sheds, wildlife habitat, et cetera.

Finally, I am strongly opposed to section 309 which redefines roads and provides for their exclusion from wilderness areas created by this bill. This provision could conceivably dissect any wilderness area into a fractured, unmanageable mess and clearly does not belong in this bill. We have heard from many witnesses who oppose this wilderness designation because it supposedly destroys the base economy of their community. I would suggest that the timber industry is in trouble largely due to past overharvesting and poor resource practices. I would further suggest intelligent marketing of wilderness areas could eventually produce a more stable, diverse, and healthy economy in many communities which presently depend solely on timber harvest in a dominant timber industry. Gentlemen, you asked what I would be willing to give up. I suggest that people like me who enjoy wilderness recreation and high quality trout fishing have given up recreational opportunities for many years. I am tired of giving. Thank you for this opportunity to testify.

[The prepared statement of Mr. Lockman follows:]

Chairman Dale Bumpers
Subcommittee on Public Lands
Dirksen Office Building
Washington, D.C. 20510

David W. Lockman
714 N.15th
Coeur d'Alene, ID 83814

For The Hearing Record
Idaho Forest Management Act of 1988

Dear Senator Bumpers;

I adamantly oppose this bill in it's present form. It is a travesty as a wilderness bill, and sets dangerous precedents as a forest management bill. In my opinion, we'd be better off with no Idaho wilderness bill than with this bill.

This bill doesn't protect nearly enough of Idaho's roadless resource as wilderness, and includes many inadequate and illogical boundaries around areas it does protect. Wilderness boundaries should be based on ecological principles, but boundaries of many areas included here were obviously based on economic considerations.

Time limitations prevent me from listing all the areas I feel have problems. Examples are the proposed Mallard - Larkins Wilderness, North Idaho's premier backcountry area, whose boundaries in this bill are an ecological nightmare; and the Steep Lake area along the Idaho - Montana divide, which is a logical and crucial component of a future interstate Great Burn Wilderness, and which is excluded from this bill.

Suffice it to say that I much prefer the boundaries and acreage proposed in the Kostmeyer bill to those proposed in this bill.

Many of the special provisions contained in this bill worry me. Examples are:

Section 103 (a)(1) creating the Bonner's Ferry Special Management Area contains language which would establish a Congressionally mandated minimum annual timber sale volume for the Bonner's Ferry Ranger District, and another for the entire Idaho Panhandle National Forests, and would require these sale volumes "notwithstanding any other provision of law."

This language would force public land managers to provide annual sale volumes well in excess of those called for in the present Forest Plan, regardless of damage caused to watersheds, wildlife habitat, endangered wildlife species, soils, visuals, etc. Aside from subverting the intent of numerous natural resource laws, this would effectively strip local land managers of any real management authority or ability to respond to changing conditions.

Worse, this language and the language specifying permanent CSS management in several Special Management Areas in the Clearwater National Forest would eliminate the public's legal right to provide input and to appeal management decisions through the Forest Planning Process created in the National Forest Management Act of 1976.

I am outraged and insulted that this bill attempts to revoke my right to influence and appeal forest planning, and I am appalled that it so blatantly attempts to subvert existing Federal land management laws which have worked fairly well to encourage responsible public land management.

I am also concerned that this bill creates so many Special Management Areas, most of which should be wilderness. Provisions for monitoring and mitigating the effects of logging on fish and wildlife in these areas are probably unworkable, in part because they're so vague.

Finally, I am strongly opposed to Section 309, which redefines roads and provides for their exclusion from wilderness areas created by this bill at a later time. This provision could conceivably dissect any wilderness area into a fractured, unmanageable mess, and would set a horrible precedent. It clearly does not belong in this bill.

The authors of this bill obviously want to promote economic stability for Idaho communities. This is a worthy goal.

It seems apparent, however, that they have concluded that economic stability depends on the logging and mining industries, and that wilderness somehow reduces this stability. Perhaps they don't recall the massive lay-offs caused by mine and mill closures in North Idaho the last few years. This was hardly conducive to economic stability.

I would like to suggest that wilderness can be a true stabilizing influence in a community's economy. Sportsmen and outdoor recreationists will continue to come and spend money here year after year, as long as the wild areas they use remain intact.

Here, then is the true crux of the wilderness versus development economic argument: we can road and log these high, remote areas at great cost to the taxpayer. Since they are generally harsh sites it may take several lifetimes before they support merchantable timber again, if they ever do. Thus we derive questionable economic benefits only once from many of these areas.

Conversely, we can designate these areas as wilderness at minimal initial cost and derive substantiol economic benefits from them every year into the forseeable future.

In terms of long - term economic stability, wilderness is clearly a better buy.

The committee should realize that this bill does not enjoy widespread public support in Idaho, and that it contains far too much language which subverts present natural resource and wilderness law, and which creates dangerous precedents for public land management.

Because of these flaws, and because the bill so clearly fails to protect enough of Idaho's roadless areas as wilderness, I urge the committee to kill this bill, and to promote the Idaho wilderness bill sponsored by Congressman Kostmeyer.

Respectfully,

David W. Lockman

Senator **McClure**. Thank you very much. Mike Carpenter. Mike Carpenter? Wendell Sinn. Roger Harris. Ralph Roseberg.

STATEMENT OF RALPH ROSEBERG

Mr. **Roseberg**. Thank you for the improvement that you have made in this Wilderness Bill. You have done some homework, and I appreciate it.

Any bill that does not protect the Elk Summit area and the Fish and Hungrey Creek area is deficient, in my opinion.

Elk Summit is a wonderful area for fish and wildlife habitat that cannot be replaced, mitigated for, or truly rehabilitated once it is lost. The Kelly Cayuse area needs to be larger. Frankly, I do not see logging in the Great Burn area ever being economically feasible to the American taxpayer. Wilderness would be the highest use of this land.

The no net increase of sedimentation water quality standard in the South Fork of the Salmon is very disappointing. We need improvement, not just maintenance in this area. This was once a really fine stream stretch, and we need to decrease the amount of sedimentation, not just maintain the amount that is going in there now. I am concerned about the division of water rights, robbing water rights from the wilderness as I think could be construed, would destroy the essential character of the area that made it wilderness in the first place. This is contradictory to the original Wilderness Act as well.

Also, wilderness area head waters serve as natural reservoirs of high quality water for non-wilderness areas. Without that high quality water source, many non-wilderness areas, proposed multiple use areas wouldn't be productive for fishing and hunting. Special management areas are a kind of cop-out. These areas ought to be in a further study for wilderness classification at least. Hard release, as you have tried to soft-pedal it here, is unacceptable. We need plenty of time to make these decisions be good ones. Many future generations will have to live with the decisions we make right now. Let us just make them really good decisions.

[The prepared statement of Mr. Roseberg follows:]

Testimoniny for Wilderness hearing March 12,1988

Thank you for the improvement over previous versions of the Idaho Wilderness bill that you have introduced. But there are still more improvements necessary before the bill will be complete.

Any bill that doesn't protect the Elk Summit area and the Fish & Hungrey Creek area is defficient. The Fish & Hungrey Creek area still has an undeveloped section of the Lewis and Clark Trail as well as some absolutely primo wild steelhead habitat. We can't allow the loss of this premium habitat as we have in other areas. No more will ever be manufatured. EPA, Idaho Fish and Game, and I don't believe that the Forest Service that logging and maintaing present water quality are both possible at the same time.

Elk Summit is a wonderful area for fish and wildlife habitat that can't be replaced, mitigated for, or truly rehabilitated once it is lost.

The [illegible] area needs to be [illegible] see logging [illegible] Great Burn area ever being economically [illegible] to the American taxpayer. Wilderness would be the highest use of this land.

The no net increase of sedimentation water quality standard in the South Fork of the Salmon is very disappointing. We need improivement (not just maintenence) in water quality to rehabilitate this once fine stream reach.

There should be no motorized vechiles in wilderness.

Robbing water rights from the wilderness (as I think your bill might) would destroy the essential character of the area that made it wilderness in the first place. This is contradictory to the [illegible] Wilderness Act as well. Also, wilderness area headwaters serve as natural "reservoirs" of high quality water for non-wilderness areas. Without that high quality water source, many non-wilderness areas (what you call multiple use) wouldn't be productive for fishing and hunting.

Special management areas are a cop out!! These areas ought to be in [illegible] study for wilderness classification at least. Hard release, as you have tried to soft peddle it here, is unacceptable. We need to take plenty of time to make these decisions be good ones. Many future generations will have to live with the consequences of our actions. There would still be several millions of acres opened to logging, without going into this 600,000 acres. Why the big rush?

The Forest Service (or anyone else for that matter) hasn't proved they can allow logging and maintain the water quality necessary for cutthroat habitat.

Road closures seem to be a big part of your special management policy. They don't stop erosion and don't even really stop vechile use. We need to be much more careful where and how we build roads. With all the engineers the Forest Service has they can do better.

So, in general, we are asked to give up long term premium

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assests like cutthroat fisheries for short term one-shot logging that would destroy the long term asset and in most cases actually cost the taxpayer money to lose it. Especially with the present deficiet situation , this doesn't make sense. So don't be in such a big hurry to get rid of these valuable public assets.

Ralph B. Rosberg
Bx 274
Ahsahka, ID. 83520

Senator McClure. Thank you very much. Your entire statement will be made a part of the record.

Paul Rawlings.

STATEMENT OF PAUL RAWLINGS

Mr. Rawlings. I am a small businessman in Bonners Ferry, and I would like to begin by thanking you for the hard work you did in finding a workable compromise for Boundary County.

Long Canyon is only 20,000 acres of land; it is a minor parcel in terms of the kind of decisions you all have had to make. But its value far exceeds its size. It is valuable because in its present state, it makes a significant positive contribution to our local economy. It is valuable because it contains a pristine old growth cedar hemlock forest. It is valuable because it represents an unbroken series of habitat climate zone from mature river valleys to alpine highlands. It provides a natural corridor to the rocky backbone of the American Selkirks and represents the only major unroaded drainage left in those mountains. Thus, it also provides a benchmark against which to measure forest and water quality in other areas.

And finally, and perhaps most importantly, Long Canyon is valuable because people love it. Designating Long Canyon as wilderness has the strong support of many residents in my area, in our region, and the whole nation. I would like to add that during the past 15 years one of the primary facts of our economic life in north Idaho has been overlooked. And that is the growing dependence in our area on wilderness-related industry. The environmental balance committee of the local Chamber of Commerce in Bonners Ferry has for some time refused to acknowledge a major employer in Boundary County. I am referring to the Rocky Mountain Academy. The RMA is a private school housing 175 high school aged students and is the third largest employer in our county. And as such, it contributes significantly to local economy.

It further invests in our county by purchasing much of what it needs and feeding, clothing, and educating these kids from local businesses. The Rocky Mountain Academy is located in Boundary County pumping literally hundreds of thousands of dollars into our local economy every year, specifically because Boundary County provides the kind of wilderness environment that they are looking for.

You all have made some hard decisions and I applaud your decision to include Long Canyon as wilderness.

[The prepared statement of Mr. Rawlings follows:]

I would like to applaud this bill for recommending that wilderness status be granted to Long Canyon and the Selkirk Crest. During the last fifteen years one of the primary facts of our economic life in north Idaho has been overlooked. And that is the growing dependence in our area on wilderness related industry. The contribution to our economy made by wild lands, lands unlogged and undeveloped, is becoming significant. For example, the regional advertizing done by Bonners Ferry's new deluxe motel, the Kootenai River Inn, emphasizes not simply open land but wild land. They recognize the romantic allure of an untouched geography. But tourists are not the only people coming to Boundary County because of its untrammeled forests. The Environmental Balance Committee has for sometime refused to acknowledge a major employer, the Rocky Mountain Academy. The RMA, a private school housing 175 highschool age students, is the third largest employer in the county, and as such contributes significantly to the local economy. It further invests in our county by purchasing much of what it uses in feeding, clothing, and educating these kids from local businesses. The Rocky Mountain Academy is located in Boundary County, pumping literally hundreds of thousands of dollars in to our economy every year, specifically because Boundary County provides the kind of wilderness environment they are looking for. I therefore thank you for the wisdom shown in your recommendation.

Paul Rawlings
Route 1, Box 572
Bonners Ferry, Idaho 83805

Senator McCLURE. Thank you.

Gordon Tate.

STATEMENT OF GORDON TATE

Mr. TATE. Senator McClure, Governor Andrus, and Congressman Larry Craig, first let me express appreciation for the efforts you have made to solve a longstanding and difficult problem. We must recognize that you have studied and considered a great deal of material.

Also, we have trained and dedicated Forest Service personnel. So I say that we owe you the benefit of the doubt when we consider this legislation. There has been so much of this land that has been tied up since 1970 and at the present time we are suffering for the need of it.

Stumpage prices doubled and tripled, while lumber and building costs went up and up. The result has been houses priced above what the young family can afford. This I know because log buyers look longingly at our timber and called long-distance while we were away. We need the access to this resource. Only a very small part of any of these wilderness areas are actually used and seen by hikers. A backpacker at Lewiston testified that he spent $20 for a ten-day wilderness hike. If you multiply this by the generous estimate of 180,000 vistor days in the primitive areas, you have only $360,000 compared to a timber payroll of $2,500,000 public income from the timber, with a return to the counties of about a quarter of a million dollars.

Hunting is poor in the wilderness areas. I might remind you that Lewis and Clark had to kill horses when they were going through the wilderness for food. I live out here about six miles south of Coeur d'Alene on Highway 95. We have elk herds in there right in our area and at least 13 head were seen just last week, just seen right off of the highway. Elk do not live in primitive wilderness areas, there is no food there for them. These wilderness areas where lightning fires and insects run uncontrolled pose a very serious threat to adjoining stands of timber.

Locking up large areas for the enjoyment of the able-bodied is a discrimination against our older or less fortunate people and our families who must depend on motor transportation for their enjoyment, for berry picking, fishing, photography, or just a site-seeing trip.

May I say that we owe you a great deal for the work that you have done and it is certainly better than the alternative that has been proposed by someone in Pennsylvania that does not know anything about Idaho.

[The prepared statement of Mr. Tate follows:]

Gordon Tate
4515 Hiway 95 So.
Coeur d'Alene, Id. 83814

Mr. Chairman, Senator McClure, and Governor Andrus;

First let me express appreciation for the efforts you have made to solve a long standing and difficult problem. We must recognize that you have studied and considered a great deal of material--more, no doubt, than any of the rest of us have had access to. We have trained and dedicated Forest Service personnel to make recommendations. So I say that we owe you the benefit of the doubt when we consider this legislation.

From the time of the first Rare I conference in Spokane in 1971, much of our timber land has been tied up in studies or litigation. Countless timber sales have been appealed. This has gone on for over 15 years while our sawmills have had to hunt for logs on private lands, often resulting in over cutting and soil damage. Stumpage prices doubled and tripled, while lumber and building costs went up and up. The result has been houses priced above what the young family can afford. This I know because log buyers looked longingly at our timber and called long distance while we were away.

Our economy needs access to this resource--we must get it settled without further delay. My experience and research indicate that Idaho would be better served with 400,000 acres of wilderness and 1,000,000 acres of special management.

Only a very small part of any of these wilderness areas are actually used and seen by hikers. From the standpoint of financial returns, there is no comparison. A back-packer at Lewiston testified that he spent $20 for a 10-day wilderness hike. If you multiply this by the most generous estimate of 180,000 visitor days in the Primitive areas you have only $360,000, compared to a timber payroll of $2,5 million public income from the timber, with a return to the counties themselves of ¼ million.

Hunting in wilderness areas is actually poor, especially for deer and elk: Experienced hunters head for the cut-over or burned-over areas where there is feed for these game animals. May I remind you that Lewis and Clark had to kill horses to keep from starving when they traversed the real Idaho wilderness. Elk were not native to much of North Idaho, but have been introduced, or came in where there was abundant feed after logging operations. Elk are now common the year around where we live, just six miles south of Coeur d'Alene on highway 95. A couple of weeks ago a herd of 13 were seen just off the highway. Putting large areas in wilderness will actually reduce game animal population, especially where wolves roam. They will soon be hunting outside of the wilderness as they are in Montana, Minnesota, and Canada.

These wilderness areas where lightning fires and insects run uncontrolled, pose a very serious threat to adjoining stands of timber. The Seney Wilderness and Wildlife Refuge is a case in point, where a tragic loss of 73,000 acres occurred, and $4.4 million was eventually spent for fire fighting.

Locking up large areas for the enjoyment of the able bodied is a discrimination against our older or less fortunate people and our families who must depend on motor transportation for their enjoyment, for berry-picking, fishing, photography, or just a sight-seeing trip.

Again, may I commend you for the work you have done--the many hearings, and putting together this compromise package. In this same spirit of cooperation, I urge that bill S2055 be enacted in its present form. The special management areas and provisions are a real plus and we applaud the carefully designated areas. Should amendments proliferate on the side of more wilderness acreage, I urge that you withdraw it rather than destroy its balance and objectivity.

Senator **McClure**. Thank you for your statement. Your entire statement will appear in the record.

Marcella Hanson.

STATEMENT OF MARCELLA HANSON

Ms. **Hanson**. I am Marcella Hanson from Medimont, which is between Coeur d'Alene and St. Maries. I approve of all of the proposed wilderness. I especially approve of including Long Canyon. There is a lot of wilderness area in Idaho. That is because you can have wilderness where it still exists, but that wilderness is used not just by those few of us conservationists, but it is used by people from all over the U.S. Consequently, I believe there should be recompense from the federal government to the state, not just Idaho, but to Alaska and other states that do have wilderness areas that would recognize the value that it gives to people in other parts of the country.

Another area, Crystal Lake, that is near St. Maries, a lot of people from St. Maries area go to Crystal Lake and I see how heavily used it is. We can only imagine how much more area is needed near our populated areas and near areas that have good public access for people coming in from other areas. Certainly, Mallard Larkins is one such area near a lot of population and also near transportation. At the least we should add Yankee Point Neversweat special management area and the Upper Isabella Creek drainage. Certainly southern Idaho needs more wilderness areas near those large population areas. I think we have to be concerned not just for business today, but to insure long-term economic stability. As many people have testified, the logging industry has been suffering from many things and it is not from lack of trees. It is from inadequate mills, the bad economy in general. Certainly business tries to get what it can from government, but your job, and I am sure you are very well aware, is to try and balance that against the total needs of all of us. Thank you.

[The prepared statement of Ms. Hanson follows:]

FOR THE HEARING RECORD

Marcella J. Hanson
Rt. 1, Box 46
Medimont, ID 83842
(208) 689-3709
March 12, 1988

"Don't burn your bridges behind you." This is an adage most of us learned as children. Unfortunately, the proposed Idaho Wilderness Bill would burn many bridges. The most obvious instance is in requiring now that specified volumes of timber be sold each year from the Bonner's Ferry Special Management Area (SMA), from the area designated as grizzly bear habitat, and from the entire Idaho Panhandle National Forest. This is bad business, bad government and bad ecology.

Ecology--What if a huge fire, something like the 1910 burn, should occur in the Panhandle National Forest? To then sell 283.5 million board feet (or more) that year and the next several years would be most injudicious.

Government--This procedure precludes public input in the future.

Business--While the presumed intent is to insure timber-related jobs for the Bonner's Ferry area, the long term effect may be just the opposite. Knowing that (at least) 283.5 MBF will be sold annually, regardless of price, will not encourage (and will likely discourage) healthy competition of the marketplace, resulting in lower prices to the USFS and perhaps ultimately in lower wages for the logger. It also makes the assumption that timber will forevermore be the major industry in Bonner's Ferry.

The Franklin Guitar Company of Sandpoint, Idaho, uses 400-year-old Engleman Spruce for its internationally acclaimed guitars. Perhaps manufacturers of musical instruments might be attracted to the area, if there were sufficient and dependable supplies of appropriate wood. Perhaps tourism, outdoor sports (skiing, for instance) will grow in importance. Perhaps industries now unthought of can be attracted to the area.

The landing and taking-off of aircraft in Wilderness areas is unsuitable, except for true emergencies. For emergencies, helicopters can be used and do not require such intrusive areas as airplanes. The policy should be to stop maintenance of the existing aircraft strips and to not permit their use once they have become unsafe, thus gradually stopping the use of aircraft within Wilderness areas.

Sec. 309 invites designation by anarchy. This provision gives the power of determining non-wilderness status to anyone who goes joy-riding in a 4-wheel drive vehicle. Surely this is not the intent.

When one is in a land of plenty, it can be difficult to keep perspective and recognise that other areas do not have that abundance. Most Idahoans say they like the quality of life here, the natural beauty that is everywhere, the open spaces and relative calm. But these attributes are not available in much of the US, and they cannot be transported to other areas. To enjoy them, people must go where these conditions exist. Idaho is fortunate to have many areas that are suitable for Wilderness and they should be so designated, by national law. There should be federal recompense to states for Wilderness, in recognition of its value to the whole country and the cost to the states having much Wilderness.

You, Senator McClure, and our other national representatives, must keep the national perspective in mind, along with Idaho's interests, rather than subjugating the overall benefits to those proposed by narrower aims. Those proposed Wilderness areas near Idaho's population centers are absolutely essential, and more Wilderness than now proposed is needed there. One has only to look at the impact the relatively small population in the St. Maries area has on Crystal Lake to see that large areas of Wilderness are needed near any population area. But there must be Wilderness areas for those people from other parts of the US, a far greater population than that of sourthern Idaho.

I support inclusion as Wilderness all those areas proposed for Wilderness in the bill. In addition I support some specific additions to them, as follows:

The Mallard-Larkin Wilderness area should include the Yankee Point-Neversweat Special Management Area, and the upper Isabella Creek Drainage.

White Cloud should include South Fork of Champion Creek, upper Casino Creek, Casino Lakes, and Martin Creek. It would be even better to substitute the Sawtooth National Forest Plan area.

Pioneer Mountains should include the Pyramid-Fall Creek area.

For the Kelly-Cayuse W.A., it would be preferable to use the Clearwater National Forest Management Plan instead, though the current proposal is acceptable.

There should also be 3 additional Wilderness Areas:

North Lemhi in the Challis and Salmon National Forests,

West Big Hole in the Salmon National Forest, and

Cache Peak in the Sawtooth National Forest.

Additionally the existing Selway-Bitterroot Wilderness Area should be augmented as proposed in the Clearwater National Forest Plan.

Any industry, logging included, will try to get its wants provided for by the government. Expect that, but as our representatives, you must make regulations that maintain an environment that gives all of us, today and in the future, a chance at a quality life.

I urge you to focus on value, long term value, rather than on short term costs and profits; to maintain democratic processes of open hearings, with citizen input into decisions; to keep a total picture in mind, of the long term needs of all the country; and to make decisions that can always be modified as circumstances change. Today's logged area will not be a Wilderness area in the next century, but today's wild areas could be logged in the next century if necessary.

Marcella J Hanson

BEST AVAILABLE COPY

Senator McClure. Thank you very much. The entire statement will be made a part of the record.

I announced a moment ago we will now have a brief recess and following that I want the following people to be prepared to take their seats at the tables: Dan Worsham, Dave Gressard, Dan Dillon, Geoffrey L. Warren, Bernard Rielley, Nancy Mae Larson, Bruce Brown, and James Kimball.

We will have a five-minute recess.

[Whereupon, a brief recess was taken.]

Senator McClure. I apologize for trying to move this so rapidly, but the college has told us that they need this space this evening and they want us out by 5:00. So we have a deadline.

Dan Worsham, Dave Gressard, Dan Dillon, Geoffrey Warren, Bernard Rielley, Nancy Mae Larson, Bruce Brown and James Kimball please take your places at the tables.

And the following persons please come to the stage and take seats at the rear of the stage please. Juergen Nolthenius, Dennis Radocha, Don Bacon, Bob Blanford, Debra Lajko, Susan Marion, Chip Piper, and Carolyn Barbat.

First witness is Dan Worsham.

STATEMENT OF DAN WORHSHAM

Mr. Worsham. Thank you. My name is Dan Worsham, from Moscow, Latah County. Although I did not bring my daughter with me on my knee, I do speak with her in mind.

As a citizen of this great state of Idaho, I am very disappointed with Senator McClure and Governor Andrus obvious disregard for the input of the citizens of Idaho. They have the cart before the horse. It would have been logical and representative to have these hearings before our representatives came out with their minds made up and publicly stating there would be no compromise on their proposal. This approach concerns me greatly. As an Idaho successful businessman, I am appalled at the shortsightedness of this proposal not adquately protecting the natural resource base of Idaho and the economic importance of these natural resources have for Idaho besides timber protection. I am very concerned with using these unique roadless areas by subsidizing with the public tax dollars road construction and timber harvesting. The subsidy does not bother me but the subsidizing and destruction of these resources that are more valuable to Idaho's economy or non-consumptive non-timber harvest use does concern me. As a hunter and outdoorsman, I have spent many days in the Mallard Larkins, Smith Ridge area where the clearcuts that have been made are not regenerating 15 years later. The new plan of roading and timber harvesting in these roadless areas threatens water quality, elk habitat and is a gross depreciation of the recreationists view of these areas of value.

Where is Idaho's economy going to be after these roadless areas are destroyed? Surely you are aware that recreation is a large contributor to our economy and will increase in the future. Many of these roadless areas are even not recommended to be roaded and logged by the U.S. Forest Service and other management agencies.

Please reconsider and protect more of these roadless areas. Thank you.

Senator McClure. Thank you.

Dave Gressard.

STATEMENT OF DAVE GRESSARD

Mr. Gressard. I would like also to express my appreciation for the amount of work that you gentlemen have put in. However, I cannot support your decision in regard to the Idaho Forest Management Act of 1988. In this title, the absence of wilderness indicates an imbalance of the bill. My concern is for many of the designated areas. For example, Fish and Hungrey Creeks which are important to the native steelhead population in the last undisturbed stretch of the Lewis and Clark route. And Elk Summit, with its White Sand Creek is so important to native steelhead and salmon populations. Even with the forest service's recommendation for inclusion into the Wilderness Act, it was completely omitted. Recognizing the limited time, I will direct my comments to the Mallard Larkins area.

I do not understand the basis for the boundary designation in the Mallard Larkins area. For example, the southern boundaries existing in the proposed bill do not seem logical from the ground level. For the most part, they follow straight lines and create problems for management and environmental concerns. The umbric soils in many of the areas have caused serious regeneration problems. There are several areas in the Smith Saddle area that have been logged 15 years ago and nothing substantial is growing on them other than alder and mountain maple.

Another point is that some of the areas in Mallard Larkins receive more snow fall than any other areas in Idaho. I have been in the area in June and have found places with snow pack on northern slopes of up to 6 feet. Snow starts falling in this area in early October. That leaves a very short growing time. This, on top of poor soil, leaves much of this area with such a poor regeneration rate that I cannot see the justification in harvesting many of the areas allowed in your bill.

I also do not understand why this bill leaves out several areas which are recommended by the Forest Service.

I have heard here today that Idaho has a responsibility to provide the nation with its mining and timber resources. If this is true, it seems that Idaho also has a responsibility to provide its wild lands. The national interest in wild lands and what they produce, wildlife and natural views is increasing rapidly. Idaho's long-term value rests in its wild lands. In keeping with the popular phrase, Idaho is what America was, I think we need to place much greater value on Idaho's wild lands.

Senator McClure. Thank you.

Dan Dillon.

STATEMENT OF DAN DILLON

Mr. Dillon. I can understand people wanting to have wilderness, but it just seems like they never quit asking for more.

We have given up a lot of the land that we did not expect to when the wilderness designation got changed in the federal wilderness study, when all of a sudden a road was not those things on the map that we drove on anymore. I am not familiar with a lot of the areas that we have been talking about, but it just seems to me like there has always been some kind of wilderness study. A lot of time and a lot of tax dollars have gone in and I think we should stick with what we have got. The bill is trying to turn more land into wilderness and I think we have enough.

[The prepared statement of Mr. Dillon follows:]

Regarding the Idaho Wilderness Bill:

I can appreciate the desire to set aside some land as wilderness, but that has already been done. The federal government has spent a number of years along with a considerable amount of tax money performing a wilderness survey.

But regardless of the amount of land that gets set aside as wilderness, there will always be some people who want more. They won't be satisfied until every part of the earth that isn't paved has been classified as wilderness. It's easy for them to give up the land—they already weren't using it. But for them to decide that since they don't want to use the land nobody else should be allowed to use it requires a collossally self-centered, self-righteous attitude. .

I suggest that instead of creating more wilderness with this bill we tear out the roads that pass in front of the preservationists' homes, plant trees there, and classify that land as wilderness. Then they can admire the wilderness as they look out of their front windows and as they walk a few miles through it to get to where they are allowed to park their cars. That's a plan that I can support, because it pertains to land that I'm already not using. And if that angers some preservationists then they now know how I feel about them trying to lock me out of land that I'm presently using.

Don't close the land, manage the land.

Dan Dillon
N. 2103 Sycamore
Spokane, WA 99207

(509) 487-3039

Senator **McClure**. Thank you very much. Your prepared statement will also appear in the record in full.

Geoffrey Warren?

Barnard Rielley?

Nancy Mae Larson.

STATEMENT OF NANCY MAE LARSON

Ms. **Larson**. This proposal mandates a fixed timber harvest in special management areas. Does this not contradict the National Forest Management Act which allows appeal? What if logging plans are contrary to public interests? And if overcutting or disaster destroys some forests, how will they then meet the mandatory cut? What if in some years there is little demand for lumber, should it be cut anyway?

How can any double-wheel track used by a four-wheel drive be enough of a road to bar that area from wilderness consideration? And why, in such a case, can it be justified to allow a 100-foot right-of-way? Would there be any land left, other than mountain peaks, that could be considered for wilderness?

What about the critical elk habitat near Mallard Larkins? How about the fish spawning streams in the same area, particularly Collins Creek? The Idaho Fish & Game considers it the finest remaining spawning stream for cutthroat trout. Are these to be destroyed?

In the wilderness state of Idaho, we have about 9,000,000 acres of beautiful unspoiled land. Is 1,300,000 acres of this all the additional wilderness that we are going to leave to posterity? I consider this a dishonest proposal which advocates destruction while being billed as protection plan.

Senator **McClure**. Thank you.

Bruce Brown.

STATEMENT OF BRUCE BROWN, BRUSH BUNCH MOTORCYCLE CLUB

Mr. **Brown**. I am here today representing the Brush Bunch Motorcycle Club membership of Washington and Idaho and I am also a native of Idaho. It seems that hardly a day or week goes by that we, the public, we citizens, we taxpayers, we the population of this great land, are either denied access to public lands or are becoming aware of the next possible closure of public lands. I have to ask myself why. Neither myself nor any person that I have talked to has ever condoned closing public lands to public use.

That is not to say that public lands should not be managed, for I believe that the use, not abuse of lands should be carefully handled. That preserving of these natural resources should be for all user groups instead of selective denial for some, due to favoring of any special interest group.

I believe that good consistent management of the public lands would allow the preservation of our resources while allowing access to all those who would want to venture onto the public lands.

Nonwilderness recreation is not only of great importance to Idaho's economy, but to a lot of other states as well. The multiple use concept is best for all concerned and there are adequate resources to satisfy this diverse range of preference. For instance, the

Brush Bunch Motorcycle Club, a Washington and Idaho based organization, representing a composite of 70 plus interested families, has groups of hunters, fishermen, skiers, horseback riders, snowmobilers, campers, boaters, swimmers, and ATV users, among them. We are a group whose common interest is outdoor non-wilderness multiple use activity. We help support many local economies in the pursuit of outdoor recreation and also support the county, state, and federal agencies with our free labor by cleaning and repairing trails. These lands have been around for so many generations to enjoy and locking them up from the general public and saving them for future generations is in reality isolating many areas from a majority of the present and future populations who would never have the opportunity to even see, much less enjoy our public lands.

[The prepared statement of Mr. Brown follows:]

March 11, 1988

Sub Committee on Public Lands, National Parks and Forests
Room SD308 (Idaho Forest Management Act, S2055)
Dirksen Senate Office Building
Washington, D.C. 20510

It seems that hardly a day or week goes by, that we, the public, we citizens, we taxpayers, we the population of this great land, are either denied access to "PUBLIC LANDS", or are becoming aware of the next possible closure of "PUBLIC LANDS". I have to ask myself, why? Neither myself, nor any person that I've talked to, has ever condoned closing public lands to public use.

This is not to say that public lands shouldn't be managed, for I believe that the use, not abuse, of lands should be carefully handled. That preserving of these natural resources should be for all user groups, instead of selective denial for some, due to favoring of any special interest group.

I believe that good consistant management of the public lands would allow the preservation of our resources, while allowing access to all those who would want to venture onto the public lands

Non-Wilderness recreation is not only of great importance to Idaho's economy but to a lot of other states as well. The multiple use concept is best for all concerned, and there are adequate resources to satisfy this diverse range of preferences. For instance, The Brush Bunch Motorcycle Club, a Washington and Idaho based organization, with an active core of 38 members, representing a composite of 70 plus interested parties, has groups of hunters, fishermen, skiers, horseback riders, snowmobilers, campers, boaters, swimmers, and ATV users, among them. We are a group who's common interest is outdoor NON-Wilderness multiple use activity. We help support many local economies in the pursuit of outdoor recreation, and also support the county, state, and Federal agencies,(with our free labor) who are intrusted with managing our lands for us.

The so called reduced acreage concept that is now proposed for this bill, has cleaverly singled out small parcels in some key locations, that severely limit access and therefor accomplish the same effect as closing the entire larger area. With that in mind, we are against any proposal to effectively prevent or limit public access to public lands.

These lands have been around for many generations to enjoy. Locking them up from the general public and "SAVING THEM FOR FUTURE GENERATIONS", is in reality isolating many areas from a majority of the present and future population, who would never have the opportunity to even see, much less enjoy our public lands.

We ask that you stand up for the public, who put you where you are, and serve their interests, by keeping the public lands open to the public. Please do not create anymore wilderness areas.

Sincerely,
Bruce Brown
Bruce Brown
Public Relations Officer
Brush Bunch Motorcycle Club
E. 720 Providence
Spokane, Wa. 99207

Senator McClure. Thank you very much.
James Kimball.

STATEMENT OF JAMES KIMBALL

Mr. Kimball. Thank you. I would like to point out that I have grown up with motorcycles, and I currently snowmobile and ride motorcycles. I have also been to about every wilderness area around here by horseback. Contrary to literature you will see in the Blue Ribbon, you do not have to have a Japanese motorcycle to get to wilderness areas. I am a native of Idaho. I own my own engineering firm. I also voted for a governor and a congressman that I hoped would come up with a critical solution to the issues and maybe provide some control over deficit spending.

I would like to offer the following comments on the issue. First of all, the wilderness bill that is before the legislature should not dictate a minimum timber sale. The bill should only address wilderness areas and the special management areas should be designated wilderness, especially in the Mallard Larkins area. I agree that there should be controls on further wilderness designation to allow the logging industry to proceed unhindered. However, this should be conditional on cost effective logging. Many of these programs do not continue to provide subsidies for the timber industry.

Also, logging roads should be built with, say, a five-year projection rather than building all these logging roads in the areas which may or may not be logged just to insure that they have a road there so that it cannot be designated wilderness.

The grazing rights again and aircraft should also be prohibited because it is a wilderness area. The outfitters, they have their rights except I do not know if they should be allowed to build permanent structures.

In summary, the so-called wilderness bill is baited with special interest conditions. The forest management practices should allow some consideration for future generations to decide what is the best use.

Furthermore, because so much of Idaho is designated for wilderness, the U.S. government should provide some compensation for the lost revenues. Thank you.

[The prepared statement of Mr. Kimball follows:]

The Andrus-McClure Bill

I would like to offer the following comments on the Proposed Wilderness Bill. First, I would like to point out that I smowmobile and also have horses and have been in most wilderness areas North of the Salmon River and Western Montana. Also, I grew up with motorcycles.

1. A wilderness bill or other legislation should not dictate a minimum timber sale.
2. The Bill should only address wilderness areas and the special management areas should be designated Wilderness, especially in the Mallard-Larkins Area.
3. I agree that there should be a moratorium on further wilderness designation for a 10-15 year period, however, this should be conditional upon only cost effective logging practices. Only areas that produce enough revenue from the timber sales to pay for the roads should be logged. Also, logging roads should only be built to serve current timber sales.
4. The grazing rights to wilderness lands should be terminated in 10 years.
5. The Outfitters should be allowed to operate in the wilderness but no perminant facilities.
6. Aircraft should not be allowed to land in the wilderness areas except for emergency situations.

In summary, the so called Wilderness Bill is baited with special interest conditions. The forest management practices should allow some consideration for future generations to decide what is the best use. Furthermore, because so much of Idaho is designated for wilderness the U.S. Government should provide some compensation.

Jim Kimball
6919 N 16th
Coeur d'Alene Id

Senator McCLURE. Thank you. Thank you very much, ladies and gentlemen.

If the next group would come forward please: Juergen Nolthenius, Dennis Rodacha, Don Bacon, Bob Blanford, Debra Lajko, Susan Marion, Chip Piper and Carolyn Barbet.

If the next group would come up and take their chairs at the back: Mike Oehler, Rod Barcklay, Wally Sterling, David Thodal, Dorris Lipscomb, Dan Semler, Charles Sheroke and Jerry Stern.

Juergen Nolthenius.

STATEMENT OF JUERGEN NOLTHENIUS

Mr. NOLTHENIUS. I would like to make some comments about the wilderness bill and I have some reservations about it. As a private woodland owner, I am not ideologically opposed to the harvesting of timber. However, I am not impressed by past and present logging practices on private as well as corporate lands in north Idaho.

I must say that over the last couple of years there was not shortage of logs, otherwise the sawmills could have paid higher prices. Also, there is practically no market for pulp which is precisely the product that should be removed in order to create healthier stands on the most productive sites, but many operators just seem to highgrade the forests and leave the junk.

Presently accessible prime timber-growing sites can be and must be better managed. In my opinion, the most productive timber sites are already roaded. We do not need any more taxpayer financed roads into marginal timber areas.

Water rights. It does not make any sense to strip the wilderness of water rights because this must have a negative impact on the wilderness environment we are supposedly trying to preserve.

Also, I do not understand how an unimproved parallel track could be considered a road.

And finally, in this local political debate, the fact seems to be lost that the National Forests belong to all the people of the U.S. They are not the exclusive preserve of an admittedly ailing local timber-based economy.

There is nothing wrong with wilderness and letting future generations decide what they want to do with their inheritance. In so doing, we also preserve our present quality of life in terms of recreation, hunting, fishing, air and water quality. Thank you.

Senator McCLURE. Thank you.

Dennis Radocha.

Don Bacon.

STATEMENT OF DONALD R. BACON

Mr. BACON. My name is Don Bacon and I am from Coeur d'Alene, Idaho. I want to thank the governor and the senator for giving me the opportunity to testify today.

I am testifying as a native Idahoan who is proud of the wilderness area. I feel that this bill is woefully inadequate in protecting and preserving Idaho's precious wildlands. I oppose this bill for the following reasons: Mandating minimum harvest levels on the Idaho Panhandle National Forest is poor forest management. This provision of the bill seems to emulate failed management on the Tongass National Forest. This bill attempts to override the National Forest Management Act, the Endangered Species Act, and the Clean Water Act. The accelerated harvest levels are short-sighted. How long will it take for the timber resource to become completely depleted at these mandated minimum harvest levels?

I oppose special management provisions for critical wildlife habitat in the Mallard Larkins area. The valuable fish, wildlife and water resources of Buck, Foehl and Minnesaka Creek drainages do not need special management. They need to be left roadless. The special management provisions of this bill deny citizens their legal opportunity to try to improve poor forest management plans in court.

I feel the bill provides inadequate wilderness protection. The Mallard Larkins region is one small roadless corner of the highly roaded, eroded and logged Panhandle National Forest. It would seem logical to protect this small corner for future generations. Instead, the bill cuts the Mallard Larkins area up with special management areas. The mountain goat habitat of Snow Peak appears to not even have the very limited protection of special management. The resources of the Mallard Larkins region deserve much better protection than this bill provides.

The White Cloud Mountains are my favorite roadless area. The bill only designates about 25 percent of the roadless area in the White Clouds as wilderness. The drainages leading to the high country will remain open to the obnoxious whine of off-road vehicles. The grandeur and solitude of the White Cloud deserves much better protection than this bill provides.

I support the Idaho Wildlands Defense Coalition's goal of adding 3,900,000 acres to the national wilderness system. Thank you.

Senator McCLURE. Thank you.

Bob Blanford.

STATEMENT OF ROBERT BLANFORD

Mr. BLANFORD. Governor Andrus, Senator McClure and Congressman Craig, thank you for this opportunity to offer my testimony. My name is Robert Blanford I am a resident of Bonners Ferry.

I support the wilderness concept. However, I feel the existing approximate acreage of 3,800,000 acres in Idaho is enough. This is roughly 20 percent of the National Forest in Idaho. Nationally, we have acreage almost equivalent to an area the size of the state of Montana. I can find solitude driving across Montana, imagine the solitude walking across an area that size.

I am concerned about the effects the wilderness bill will have on our local economy. I am concerned about the shrinking land base our primary industries depend upon to obtain resources. How can we justify more wilderness when only 5 percent of the total national recreation occurs in wilderness areas, and National Forests and in light of the increasing demand for raw materials?

I do like the approach to the use of the Bonners Ferry District. The wilderness advocates will receive wilderness and the local community will have a firm annual cut of 40,500,000 board feet. In the long run, legislated timber harvest may be the only way for our local sawmills and associated work force to continue operations.

This legislated harvest would help provide protection to the local economy from preservationists who would like to terminate those jobs.

I would like the wilderness bill amended as follows: I recommend extending the minimum 40,500,000 board feet annual sale volume of the Bonners Ferry District to a permanent basis. I recommend the Selkirk Crest be managed as it currently is.

I would like to see Long Canyon or Parker Canyon removed from the wilderness designation. The community of Bonners Ferry has never requested both of these drainages to be wilderness. Parker Canyon was offered as an alternative in 1983 to Long Canyon.

I recommend an annual payment to the county to support education. This payment would be equivalent to the revenue the land set aside for wilderness would have generated in revenues if left classified as multiple use.

In closing, I would like to thank you and Governor Andrus for your efforts to partially resolve this ongoing issue.

[The prepared statement of Mr. Blanford follows:]

Senator McClure:

Thank you for this opportunity to offer my testimony. My name is Robert Blanford. I am a resident of Bonners Ferry.

I support the wilderness concept. However I feel the existing approximate acreage of 3.8 million acres in Idaho is enough. This is roughly twenty percent of the national forest in Idaho. Nationally we have acreage almost equivalent to an area the size of the State of Montana. I can find solitude driving across Montana; imagine the solitute walking across an area that size.

I am concerned about the effects the wilderness bill will have on our local economy. I am concerned about the shrinking land base our primary industries depend upon to obtain resources. How can we justify more wilderness when only five percent of the total national recreation occurs in wilderness areas and in light of the increasing demand for raw materials? How much are we lowering our standard of living?

Unfortunately for the local people the greatest voice for wilderness appears to be from metropolitan areas where people aren't directly affected, probably have a different perception of wilderness and are virtually uninformed about our area.

I do like the approach that you and Governor Andrus used for the Bonners Ferry District. The wilderness advocates will receive wilderness and the local community will have a firm annual cut of 40.5 million board feet. In the long run legislated timber harvests may be the only way for our local sawmills and associated work force to continue operations. An individual person can currently effect the livelihood of a community against the will of the majority with the current appeal process.

This legislated harvest would help provide protection to the local economy from preservationists who would like to terminate our jobs.

I would like the wilderness bill amended as follows:

I recommend extending the minimum 40.5 million board feet annual sell volume on the Bonners Ferry District to a permanent basis.

I recommend the Selkirk Crest be managed as it currently is. This would allow the area to remain in a near natural condition for back country recreation and allow the current snowmobile use to continue.

I would like to see Long Canyon or Parker Canyon removed from the wilderness designation. The community of Bonners Ferry has never requested both of these drainages to be wilderness. Parker Canyon was offered as an alternative in 1983 to Long Canyon.

I recommend an annual payment to the county to support education. This payment would be equivalent to the revenue the land set aside for wilderness would have generated in revenues if left classified as multiple use. For example, if 5 million board feet is annually lost from the timber base and average stumpage for the year is $60/MBF, the payment to the county would be $75,000 (twenty-five percent of revenues). This would give U. S. citizens outside of Idaho, who aren't directly impacted by the wilderness, an opportunity to help pay for something the majority of our local people don't want. However, this still wouldn't compensate for job losses.

In closing, I would like to thank you and Governor Andrus for your efforts to partially resolve this ongoing issue.

Sincerely,

Robert J. Blanford

Robert J. Blanford

Senator McClure. Your entire statement will be made a part of the record.

Debra Lajko.

Susan Marion.

Chip Piper.

STATEMENT OF CHIP PIPER

Mr. Piper. Sirs, I am here to join my name to those who reluctantly oppose your proposal. And I would like to make a couple of comments. I live in Sagle, Idaho, south of Sandpoint, and like many of my neighbors, and I think people throughout the state of Idaho, I was not originally from Idaho. I was born in Pennslyvania and lived in a lot of places big and small.

I have chosen Idaho for my home and for where I want to raise my family because I very much like the way Idaho is in contrast to much of the way the world is. And I think a big part of the way Idaho is is the amount of defacto wilderness which surrounds us. This wilderness allows us to do something that comparatively few people in this world can still do, go out into places that are completely wild and untrampled and free from the threat of civilization and multitudes of people. Such places are almost completely absent in much of the world, not simply overcrowded places like India or Japan, but even in more moderately populated places like western Europe and in wide regions of this country. I believe that this defacto wilderness is so rare in this world and is getting rarer every day. It is a resource of immense value and on a more philosophical level, I think it is an important part of our American heritage. I also believe that many of my fellow Idahoans share my appreciation of that aspect of our state. I share something else with many of my neighbors, that is the necessity of earning a living if we are going to be able to stay here and enjoy the nice things about this state.

So for me, any good Idaho wilderness bill would have to do these two things: Maintain the way Idaho is now to repeat a conservationist phrase, keep Idaho Idaho, and still in no way hinder the economic vitality of our state.

I reluctantly conclude that the Andrus-McClure proposal does not promise to achieve these two goals in the best possible way. My reasons for saying this are the same reasons you have heard over and over again. Intrusion of forest practices into the wilderness bill, inappropriate boundary lines in places, and inadequate total acreage, I very much sympathize with your problem, it is an extremely difficult one. But I do not think this bill is quite fair and I hope that you will be open to making some improvement. Thank you very much.

Senator McClure. Thank you.

Carolyn Barbat.

STATEMENT OF CAROLYN BARBAT

Ms. Barbat. This morning's comment to backpackers about giving them controversial and special areas and yet they cannot believe that that is not enough, makes it real clear to me that you are not here too listen but merely as a formality. That is to bad, because a lot of good information has been presented here and I am glad people are willing to speak anyway.

I think if all those who testified today sat down together, we could come up with a good bill. We are not asking for more wilderness, we are asking for what little is left to remain intact. The definition of wilderness is not land that no one else wants or has no other use. Wilderness is a valuable living natural resource that provides sustenance for human beings and other living things for generation upon generation. This bill gives wilderness a back seat and a pat on the head without really concentrating on the important features of a wilderness bill.

Natural systems such as elk herds, erosion, fish population, and streams are expected to conform to arbitrary straight land lines and be able to maintain their integrity. Even worse, what this bill intends to do with what is outside those lines is poorly planned and extremely damaging. Extraordinary levels of mandated timber harvest will create a situation that is impossible to mitigate. Too many years of compromise already have forced plans to be drawn to establish timber, wildlife, fisheries, recreation and economic target to try to reach the responsible land management.

The planning process provides a method to revise an improved target with more information and to provide a way for those people affected by the appeal or have input in these decisions. This bill nullifies the work of those people involved in that process. Taking more than the land can replace is not responsible planning for your future. It is painfully obvious that the authors of this bill have not been in close contact with those who have been watching the land in question for years steadily disintegrate further and further. Thank you for your consideration.

Senator McCLURE. Thank you. Is Susan Marion here? She was on the panel and her statement has been filed and will be made a part of the record. Thank you, ladies and gentlemen.

[The prepared statement of Ms. Marion follows:]

Susan Marion
P.O. Box 2202
Coeur d'Alene, ID 83814

March 12, 1988

HEARING UPON SENATE BILL 2055

Idaho Forest Management Act of 1988

I fully appreciate the major effort required to produce this draft bill. The draft is a good start but it is not the final answer and should be amended.

(1) I would like to see a balance between wilderness protection and timber related jobs. The major decline in jobs in the last few years is not the product of lack of timber but more of international economic conditions.

(2) The new Bonner's Ferry Special Management Area mandates an allowable sales quantity which is higher than that called for in the Panhandle National Forest Plan. I find that to set an allowable sales level or cut level within a wilderness bill unacceptable.

The result of setting sales or cut levels within the bill circumvents the Forest Planning process whereby citizens exercise their rights to public input. This would deny my right to object to the Forest Plan or to appeal if I choose.

(3) The proposed bill excludes Foehl Creek, Canyon Creek and Buck Creek drainages from wilderness status. These fairly large streams provide critical elk habitat. The Idaho Fish and Game Department in order to increase the elk herd in this area, requires that these creeks remain in their present unlogged status. Logging in this area would decrease the Department's chances of success in increasing the elk herd size.

(4) The provision stating "any parallel track" which can be driven upon by a four wheel drive vehicle will be "hereby defined as a road" is unacceptable because it is in direct opposition to the term "wilderness."

I sincerely hope that you will give careful consideration to all of the testimony and make appropriate revisions. It is my wish after all of this effort that we will have a wilderness act in Idaho in 1988.

Senator McClure. If the following group would please come forward: Mike Oehler, Rod Barcklay, Wally Sterling, David Thodal, Dorris Lipscomb, Dan Semler, Charles Sheroke and Jerry Stern.

While they are taking their places, I wonder if the following people would come to the platform: Mary Corcoran, Ray Newcombe, Barbara Rawlings, Vicky Kingsland, James Kremer, James Jennings, Dan Funsch, and Skip Quade.

Mike Oehler.

STATEMENT OF MIKE OEHLER

Mr. Oehler. Gentlemen, I hate to say this but I came in here today as perhaps your only supporter of the bill but in light of the testimony I am afraid I must alter that stand.

This is testimony about the Idaho Wilderness Bill as presented to the Senate by Senator McClure in conjunction with Governor Andrus. I am distressed that the bill did not include three times as much acreage in wilderness. I hope later bills will rectify this and I am alarmed by most of the special usage provisions of areas not included. My support comes primarily from the fact that Long Canyon has been included. This gives me a glimmer of hope that there has been at least a degree of fairness in the statewide compromises which I realize were painful to make. Though I am grateful also for the inclusion of the Selkirk Crest, Parker Canyon and Salmo-Priest, these areas were not as controversial and thus easier to protect. Inclusion of Long Canyon took courage and wisdom.

As for the provision to allow a 40,000,000 board foot annual cut from the Bonners District, that is, of course, a pipe dream. The area will only sustain 30,000,000 a year according to the Forest Service. As overfishing depletes the waters, overgrazing ruins the grasslands, so does overcutting exhaust the forests. It will mean the eventual death of the logging industry as we know it in boundary county, but that seems to be the ultimate intention of the Bonners Ferry Chamber of Commerce, clearly a group of "fast buck" and "damn the future" individuals. I realize that political realities dictate that you throw them something. They got what they demanded, perhaps some sort of a monument would be fitting, inscribed with their individual names so 15 or 20 years down the line the youths of the county might know for certain who it was who ruined the area's largest industry for them.

Done with restraint, logging could continue indefinitely. It could coexist handsomely with that which is soon to supersede it as the area's biggest industry, tourism. In Boundary County, there are two main things which will draw the tourists, the Moyie Kootenai River system, and now thanks to the inclusion of Long Canyon, the wilderness.

[The prepared statement of Mr. Oehler follows:]

Mole Publishing Co.
Rt. 1 Box 618
Bonners Ferry, Idaho 83805
Phone 208 267 7349

3/12/88

This is testimony ABOUT [redacted] the Idaho wilderness bill as presented to the Senate by Senator McClure in conjunction with Governor Andrus.

[redacted] I am distressed that the bill did not include three times as much acerage in wilderness (I hope later bills will rectify this), and-[redacted] i am alarmed by most of the special usage provisions of areas not included.-[redacted]

My support comes primarily from the fact that Long Canyon has been included. This gives me a glimmer of hope that there has been at least a degree of fairness in the statewide compromises which I realize were painful to make. Though I am grateful also for the inclusion of the Selkirk Crest, Parker Canyon and Salmo-Priest these areas were not as controversial and thus easier to protect. Inclusion of Long Canyon took courage and wisdom.

As for the provision to allow a 40 million board foot annual cut from the Bonners District, that is, of course, a pipe dream. The area will only sustain 30 million a year according to the Forest Service. As over-fishing depletes the waters, over-grazing ruins the grasslands, so does over-cutting exhaust the forests. It will mean the eventual death of the logging industry as we know it in Boundary County but that seems to be the ultimate intension of the Bonners Ferry Chamber of Commerce--clearly a group of fast-buck and damn-the-future individuals. I realise that political realities dictated that you [redacted] throw them something,[redacted]. They got what they demanded. Perhaps some sort of a monument would be fitting, inscribed with their individual names so fifteen or twenty years down the line the youth of the county might know for certain who it was who ruined the areas largest industry for them.

Done with restraint,logging could continue indefinitely. It could coexist handsomely with what is so soon to supersede it as the areas biggest industry: tourism. In Boundary County there are two main things which will draw the tourists: the Moyie-Kootenai River system, and now--thanks to the inclusion of Long Canyon--the wilderness. Wilderness designation on the map is essential far it is this for which the city people thirst. In New York, Chicago, Philadelphia, Los Angles, city inmates spend their winters pouring over maps looking for that remote corner, that bit of country that may yet be unspoiled.as they dream of their vacations. Only a fraction will experiance the wilderness in person by foot or horse, just as few of the tourists gawking in Glacier National Park actually climb a peak. They will come just to be in the same general area as wilderness; the same area where there are grizzly, caribou, elk, moose, eagle and the other wildlife which makes Boundary County unique among all the counties of the lower 48 states. The Long Canyon-Parker Canyon-Selkirk Crest wilderness will in the end prove to be the economic salvation of Boundary County. Thank you for having the wisdom and courage to give it wilderness classification.

Mike Oehler

Mike Oehler

Senator McClure. I thank you for your statement, the balance of it will be placed in the record.

Roger Barcklay.

STATEMENT OF RODERICK BARCKLAY

Mr. Barcklay. I do not think I am going to read verbatim from my statement, but I really did not want to come down here, I had a lot of other things to do. But this is so darned important to me, to speak to you.

And first off, I appreciate the efforts that you have made to compromise. I find—I want to tell you that my greatgrandfather was a blacksmith at Bonners Ferry. My grandfather was a logger, did some mining and worked in lumber mills all of his life. And they taught me something. My grandfather and my father taught me to believe and to support wilderness and support our vital lands and I moved to Idaho, I live here for that reason. I live in Bonners Ferry because it is wild and it is beautiful and I want to raise my children there and I want to teach them those values. And that is why I live in Idaho. And that is how come a lot of people move here. I find it real difficult to support a mandated cut of 4,500,000 when there is just no economic justification for it.

Our economic system does not work that way. They do that in Russia and they do not do it for ten years, they do it for five years. I know that you are trying to find a solution to this but I do not know that mandating timber is the solution. I support Long Canyon. I use Long Canyon. My family loves Long Canyon. I have been going there for years. It is a beautiful area and it is deserving of preservation. The Salmo-Priest is deserving of preservation. It is a beautiful area, and if you have not been there, you must go there. There are cedars five to ten feet in diameter. It is a beautiful serene area to go see and a very gentle area. So having said that, I thank you for the attempt.

[The prepared statement of Mr. Barcklay follows:]

HCR 61
BOX 131
BONNERS FY ID
83805

SENATOR JAMES McCLURE
SENATE OFFICE BUILDING
WASHINGTON D.C. 20510

SUB: IDAHO FOREST MANAGEMENT ACT.

I AM MARRIED & HAVE FOUR CHILDREN. WE OWN 15 ACRES AND A HOME NORTH OF BONNERS FY. NEAR THE PROPOSED LONG CANYON WILDERNESS AND SELKIRK CREST AREA. MY GREAT GRANDFATHER WAS A BLACKSMITH IN BONNERS FY. AT THE TURN OF THE CENTURY AND MY GRANDFATHER WAS A LOGGER AND MILLWORKER UNTIL HE PASSED AWAY IN 1972. HE SAW THE WISDOM OF SETTING ASIDE WILD AREAS AND LAMENTED THE FELLING OF OUR REMAINING OLDGROWTH FORESTS IN PARTICULAR. MY LOVE FOR WILDERNESS WAS IN A LARGE WAY INSPIRED BY BY MY GRANDFATHER AND MY PARENTS. I AM PASSING THAT CARE ON TO MY CHILDREN.

I PRAISE GOVERNOR ANDRUS, SENATOR McCLURE AND THEIR STAFF FOR FINDING A COMPROMISE, AND I KNOW COMPROMISES MUST BE MADE, HOWEVER I BELIEVE THE BILL SHOULD INCLUDE MORE ACERAGE ON THE WILDERNESS SIDE OF THE LEDGER. THERE IS

A GREAT DEAL OF PRIME WILD AREA LEFT OUT. ITS LIKE `HUMPTY DUMPTY', ONCE WE BREAK IT WE AREN'T GOING TO PUT IT BACK TOGETHER AGAIN.

HAVING SAID THAT, THANK YOU FOR INCLUDING LONG CANYON AND ADDITIONS TO THE SELKIRK CREST, AND THANK YOU FOR INCLUDING THE LONG AWAITED PRIEST ADDITION TO THE SALMO PRIEST WILDERNESS AS WELL AS THE SCOTCHMAN PEAK AREA. I AM FAMILIAR WITH THESE BEAUTIFUL PLACES, I USE THEM AND I SHALL CONTINUE TO TAKE MY FAMILY AND FRIENDS INTO THEM.

GRIZZLY BEAR AND CARIBOU HABITAT SHOULD BE MAINTAINED. I SUPPORT THE CARIBOU TRANSPLANT. HOW SAD IT WOULD BE TO TAKE THIS GIFT AWAY BY DESTROYING THE LAND UPON WHICH THEY DEPEND.

BONNERS FERRY IS FORTUNATE FOR A SMALL TOWN. WE HAVE THREE MAJOR INDUSTRIES, LUMBER, AGRICULTURE AND EDUCATION, WITH THE POTENTIAL FOR RECREATION. I MOVED HERE PRIMARILY FOR ITS BEAUTY ITS SUROUNDING WILDERNESS AND THE FRIENDLY SMALL TOWN ATMOSHERE. I WORK AS A TEACHER/COUNCELOR AT A GROWING PRIVATE HIGH SCHOOL THAT EMPLOYS ABOUT 100 PEOPLE. ROCKY MOUNTAIN ACADEMY MOVED TO NORTH IDAHO BECAUSE IT HAS A VERY STRONG WILDERNESS PROGRAM AND THIS AREA IS STILL WILD AND BEAUTIFUL. CHILDREN THRIVE IN THIS KIND

OF ENVIRONMENT. FREQUENT WILDERNESS TRIPS ARE TAKEN BY ALL OUR CHILDREN INTO THE SELKIRKS, PURCELL AND CABINET MOUNTAINS AT ALL TIMES OF THE YEAR INCLUDING WINTER ON SNOWSHOES AND SKIES. WILDERNESS CAN SUPPORT A LOCAL INDUSTRY IN THE SAME WAY NON WILDERNESS CAN, AND BE IMPORTANT TO A SMALL TOWN.

THANK YOU FOR YOUR EFFORTS. AND THANK YOU FOR THE CHANCE TO EXPRESS MY VIEWS ON BEHALF OF MYSELF AND MY FAMILY.

RESPECTFULLY,

RODERICK BARCKLAY

Senator McClure. Your prepared statement will be placed in the record in full.

Wally Sterling.

STATEMENT OF WALLY STERLING

Mr. Sterling. Gentlemen, my name is Wally Sterling and I am from Boise. I am addressing the subject of your wilderness proposal as a trail bike rider, a big game hunter, a fisherman, a conservationist, a lover of our nation's forests which are public lands and as a citizen and taxpayer in the State of Idaho for 33 years.

If your bill meets Congressional approval, it will bar me from public lands and public trails that I have used for 33 years as a trail bike rider and big game hunter. I will be giving up the right to ride my trail bike on trails that have been maintained with the money that came out of my pocket when I purchased my annual trail bike sticker.

Many of these trails not only have my own personal money in them, but have my own personal sweat in them placed there while swinging a Pulaski in an effort to help maintain and preserve these trails. In the State of Idaho, no one and no group has even come close to matching the money and sweat that trail bike riders have contributed for the common benefit of all trail users. Hikers and horseback riders do not need to work on the trail system like the trail bike riders, they simply walk or ride around the obstruction and never miss a step.

If your bill is passed by Congress, I will be giving up a lot, other people will be giving up nothing at all. Nevertheless, and notwithstanding these facts, I wish to go on record as supporting your wilderness proposal 100 percent. I do not support your proposal with great joy and delight; I support it because I am a reasonable person and I believe you folks are really trying to do what you think is best for all.

Bottom line: I support you and your bill the way it is written. Except for maybe fine-tuning a boundary here and there, I say to you, go for it, good luck and I sincerely hope that you get this job done once and for all and when it is all over, I can take my trail bike and enjoy whatever there is left for me.

Senator McClure. Thank you very much.

David Thodal.

STATEMENT OF DAVID THODAL

Mr. Thodal. My name is David Thodal and I am here on behalf of myself and the National Grizzly Growers. I find serious fault with the Idaho Forest Management Act of 1988 and until it is amended, it would be better to compost it. The one major fault of this management act is the acreage described as wilderness is insufficient. The forest service evaulation approximated 9,000,000 acres as roadless, suitable for wilderness designation. Yet, this act would designate only 1,400,000 acres or about 16 percent. This Act should propose the entire remaining roadless National Forest land in Idaho to remain roadless and be left alone.

Further, I would advocate the Forest Service to begin a RARE III, a review process to determine which areas could be reclaimed for future wilderness. The land should be left alone. No more roads should be built. The 9,000,000 acres should be wilderness for the benefit of all native species of plants and animals. For bear, caribou, the cedar and others have lived on this land for countless generations. They call it home. They do not need management. They need to be left alone with the land intact.

Man needs wilderness as a sanctuary also, a place to remove oneself from the increasingly depersonalized technological world and find peace. We need to hear the cry of the wolf, watch she-bears with cubs eat huckleberries, wait out a storm sheltered by the boughs of a cedar. To keep our spiritual integrity, we need a blank spot on the map, terra incognita, places we can go and get lost and maybe find ourselves again or maybe find death. With increasing population, it becomes imperative that we preserve as much wilderness that remains and larger areas of contiguous wilderness. Wilderness is a spiritual and physical refuge of reality from an increasingly insane world; 63.9 percent of Idaho is federal land, National Forest land and BLM. Of this 34,200,000 acres, only 3,500,000 is currently wilderness.

[The prepared statement of Mr. Thodal follows:]

I AM OFFERING TESTEMONY TODAY BEFORE THIS COMMITTEE ON BEHALF OF THE NATIONAL GRIZZLY GROWERS; I ALSO SPEAK FOR MYSELF.

THE NATIONAL GRIZZLY GROWERS BELIEVES PUBLIC LAND SHOULD NOT BE USED AS GRAZING LAND FOR DOMESTIC LIVESTOCK. INSTEAD WE SHOULD BE RENEWING THE NATIVE VEGETATION TO ALLOW THE REINTRODUCTION OF BEAR, WOLF, BISON AND OTHER INDIGENOUS INHABITANTS, PLANT AND ANIMAL, TO THEIR NATURAL HABITAT.

I SPEAK FOR BEAR, WOLVE, CARIBOU AND OTHERS

I FIND SERIOUS FAULT WITH THE "IDAHO FOREST MANAGMENT ACT OF 1988" AND UNTIL IT IS AMENDED IT WOULD BE BETTER TO COMPOST IT. THERE ARE MANY AREAS OF CONTENTION WITH THIS ACT, BUT I WILL NOT SPEAK OF THESE DETAILS, THOUGH THEY DO CONCERN ME. THE ONE MAJOR FAULT OF THIS MANAGMENT ACT IS THE ACREAGE DESCRIBED AS WILDERNESS IS INSUFFICIENT. THE FORE SERVICE RARE II EVALUATION APPROXIMATED 9 MILLION ACRES AS ROADLESS, SUITABLE FOR WILDERNESS DESIGNATION. YET THIS ACT WOULD DESIGNATE ONLY 1.4 MILLION ACRES OR ABOU 16% AS WILDERNESS.

THIS ACT SHOULD PROPOSE THE ENTIRE REMAINING ROADLESS NATIONAL FOREST LAND IN IDAHO REMAIN ROADLESS AND BE LEFT ALONE. FURTHER, I WOULD ADVOCATE THE FOREST SERVICE TO BEGIN RARE III; A REVIEW PROCESS TO DETERMINE AREAS TO BE RECLAIMED FOR WILDERNESS. SUITABILITY FOR WILDERNESS RECLAIMATION WOULD BE NOT ON PHOTOGENIC APPEAL BUT WOULD WORK TO STRENGTHEN AND ENLARGE ECOSYSTYMS.

THE LAND SHOULD BE LEFT ALONE. NO MORE ROADS SHOULD BE BUILT. THE 9 MILLION ACRES SHOULD BE WILDERNESS FOR THE BENEFIT OF ALL NATIVE SPECIES OF PLANTS AND ANIMALS. FOR BEAR, CARIBOU, THE CEDAR AND OTHERS HAVE LIVED ON THIS LAND FOR COUNTLESS GENERATIONS. THEY CALL IT HOME. THEY DO NOT NEED MANAGMENT ONLY TO BE LEFT ALONE, THE LAND INTACT.

MAN NEEDS WILDERNESS LAND AS A SANCTUARY ALSO; A PLACE TO REMOVE ONESELF FROM THE INCREASINGLY DEPERSONALIZED TECHNOLOGICAL WORLD AND FIND PEACE. WE NEED TO HEAR THE CRY OF THE WOLF, WATCH SHE-BEARS WITH CUBS EAT HUCKLEBERRYS, WAIT OUT A STOR SHELTERED BY THE BOUGHS OF A CEDAR. TO KEEP OUR SPIRITUAL INTEGRITY, WE NEED BLA SPOTS ON THE MAPS; TERRA INCOGNITA; PLACES WE CAN GO AND GET LOST AND MAYBE FIND OURSELFS AGAIN OR MAYBE FIND DEATH. WITH INCREASING POPULATION, IT BECOMES IMPERAT THAT WE PRESERVE AS MUCH WILDERNESS THAT REMAINS AND LARGER AREAS OF CONTIGUOUS WILDERNESS. WILDERNESS IS A SPIRITUAL AND PHYSICAL REFUGE OF REALITY FROM AN INCREASINGLY INSANE WORLD.

UNFORTUNATLY THERE IS LITTLE WILDERNESS REMAINING. IN IDAHO NATIONAL FOREST LAND THERE ARE 9 MILLION ACRES THAT SHOULD BE DESIGNATED WILDERNESS. WILDERNESS DESIGNATION FOR THESE LANDS WILL BENEFIT THE NATIVE CREATURES LIVING THERE AND MAN NOW BUT ALS AND MORE IMPORTANTLY, WILL BENEFIT FUTURE GENERATIONS. THEY MAY VERY WELL APPRECIATE OUR FORSIGHT MORE THAN WE DO TODAY.

63.9% OF IDAHO IS FEDERAL LAND, NATIONAL FOREST LAND AND BLM. OF THIS 34. MILLION ACRES, ONLY 3.5 MILLION ACRES IS CURRENTLY WILDERNESS, WITH 9 MILLION ACRES ROADLESS. TOGETHER THEY WOULD REPRESENT ONLY 36.5% OF FEDERAL LAND OR LESS THAN 1/ OF THE STATE OF IDAHO THAT WOULD BE WILDERNESS.

I BRING THESE FIGURES UP BECAUSE WILDERNESS IS CONSTANTLY BEING COMPROMISED. EACH TIME MORE WILDERNESS IS LOST UNTIL NOW ONLY A SHADOW REMAINS OF WHAT ONCE WAS. IDAHO IS MORE FORTUNATE THAT MOST IN HAVING A CHANCE TO SAVE A LARGER AREA THAN MOST. BUT THE TIME IS NOW FOR THE ABUSERS OF THE LAND TO COMPROMISE. THE TIMBER BARONS WHO HAVE DENUDED THE FORESTS, THE MINING THAT HAS LAID WASTE TO MOUNTAIN AND STREAM, CREEK AND RIVER. THE SURGING POPULATIC OF CATTLE AND SHEEP, OF PEOPLE THAT HAVE KILLED THE BISON, WOLF, BEAR, THE SWANS.

THE TIME HAS COME TO SAY, "ENOUGH". YOU HAVE TAKEN TOO MUCH, YOU WILL NOT TAKE ANY MORE WHAT REMAINS OF THE WILDERNESS SHOULD REMAIN, AS A REMINDER TO WHAT WE HAVE DONE AND AS A SANCTUARY FOR WHAT HAS SURVIVED.

I WILL END WITH THESE WORDS FROM POET GARY LAWLESS,

WHEN THE ANIMALS COME TO US
ASKING FOR OUR HELP
WILL WE KNOW WHAT THEY ARE SAYING?
WHEN THE PLANTS SPEAK TO US
IN THEIR BEAUTIFUL DELICATE LANGUAGE
WILL WE BE ABLE TO ANSWER THEM?
WHEN THE PLANET HERSELF
SINGS TO US IN OUR DREAMS
WILL WE BE ABLE TO WAKE OURSELVES AND ACT?

LITTLE BY LITTLE
ROADS EAT AWAY THE HEARTS OF MOUNTAINS.
FIRES BURN THROUGH, COME BACK IN HUCKLEBERRYS
CLOSE THE ROADS.

TREAT EACH BEAR AS THE LAST BEAR
EACH WOLF THE LAST, EACH CARIBOU
EACH TRACK THE LAST TRACK,
GONE SPOOR, GONE SCAT
THERE ARE NO MORE DEERTRAILS
NO MORE FLYWAYS.
TREAT EACH ANIMAL AS SACRED,
EACH MINUTE OUR LAST
GHOST HOOVES GHOST SKULLS.
DEATH RATTLES AND
DRY BONES.
EACH BEAR WALKING ALONE
IN WARM NIGHT AIR.

DAVE C [illegible]
NATIONAL GRIZZLY GROWERS
PO BOX 9116
MOSCOW IDAHO 83843

Senator **McClure**. The balance of your statement will be placed in the record.

Doris Lipscomb.

STATEMENT OF DORIS LIPSCOMB

Ms. **Lipscomb**. I speak for many in thanking you for your intense effort to reach an agreement on this bill and for the fair concessions made by both parties.

Having lived 23 years in Alaska, I am no armchair environmentalist. In a college, upper level, study of wilderness, we have found that the term does not mean the same to everyone. Some find escape in recreation of self in good books, good music, in worship of God. Some enjoy backpacking into the roadless wilds. Only Alaska has more National Forest than Idaho. I see no reason for further Idaho wilderness areas, per se. Just everyone does not seek recreation, as I said before. Everyone desires that some ecosystems be preserved in their natural state. That premise is accepted as truth.

Just as the concept of unions, equal rights for blacks and other minorities and even abortion were promoted as a response to a real need, environmentalists have sold the public on the need to conserve and preserve nature.

However, in each case, the basic statement only opened a door to possible abuse. Any voice raised in protest was made to look bigoted, unknowledgeable, uncaring; this is a form of intimidation, suggesting erroneously that any objection was against the initial truth.

Is that clear? The colleges see heavy human population as the root cause of nature's degradation and depletion. Abortion, infanticide and euthanasia are considered by some as viable solutions for population control. Allowing the death of infirm infants or elderly while religiously saving various animal species is incongruous.

Christians may be surprised to learn that many environmentalists lay the blame at their feet. I appreciate your effort to achieve balance through this bill. Balance is what we need. I appreciate your efforts. Thank you.

[The prepared statement of Ms. Lipscomb follows:]

March 12, 1988

Hearings on McClure-Andrus Wilderness Bill

Testimony: Doris D. Lipscomb
2501 Sherman Ave. #165
Coeur d'Alene, ID 83814

I speak for many in thanking you for your intense effort to reach an agreement on this bill and for the fair concessions made by both parties.

Having lived 23 years in Alaska, I am no armchair environmentalist.

In a college, upper-level, study of "Wilderness," we have found that the term does not mean the same to everyone. Some find escape and re-creation of self in good books, good music, in worship of God. Some enjoy backpacking into the roadless wilds.

Only Alaska has more national forests than Idaho. I see no reason for further Idaho wilderness areas, per se.

Everyone desires that some ecosystems be preserved in their natural state. That premise is accepted as truth.

Just as the concept of unions, equal rights for blacks and other minorities and even abortion were promoted as a response to a real need, environmentalists have sold the public on the need to conserve and preserve nature.

However, in each case, the basic statement only opened a door to possible abuse. Any voice raised in protest was made to look bigoted, unknowledgeable, uncaring--a form of intimidation suggesting erroneously that any objection was against the initial truth.

Ecologists see heavy human population as the root cause of nature's degredation and depletion (Ecology & Population Biology Thos. C. Emmel, 157). Abortion, infanticide and euthanasia are considered by some as viable solutions for population control. Allowing the death of infirm infants or elderly while religiously saving various animal species is incongruous.

Christians may be surprised to learn that many environmentalists lay the blame at their feet, stating that Christians believe the earth was made for them to use and abuse, i.e. subdue. Current preferred meanings of the Hebrew word are to "set in order or guide".

The Bible asserts that nature itself testifies of God. Psalms 53 relates that "the fool has said in his heart, there is no God;" but Psalms 91 says the heavens are constantly declaring the glory of God. Romans 1:18ff states no one has an excuse; they can look at all that has been created and see God's eternal power and divine nature. To deny God and worship the creature leads to homosexuality. Read it. Romans, first chapter.

I appreciate the great effort to achieve balance through this bill, which is, in fact, man's effort to subdue or rather bring the earth into order, as it is written. You as a members of governing bodies are under God's appointment (Ro. 13). May God bless you.

Doris D. Lipscomb

Doris D. Lipscomb

Senator McClure. Thank you very much for your statement. Dan Semler.

STATEMENT OF DAN SEMLER

Mr. Semler. Thank you, Governor Andrus, Senator McClure and Congressman Craig. I signed up yesterday to testify and I have mixed emotions about doing that basically because of the statements that have been made. My testimony probably would not be considered seriously. But after hearing the testimony today, I feel like I had to make a couple of statements and ask a couple of questions. I participated in the hearings at the Frank Church wilderness some years ago and I am hearing the same things today that I heard then.

But some things still do not make sense to me. Number one, if we are subsidizing logging roads and the timber sale will not even pay for that, then why do not we do something about aircraft logging, why do not we subsidize that? It has less of an impact upon the environment. You keep talking about sedimentation and spoiling the fish and how ugly clearcuts are. It seems to me that that might be a solution since the logs are not paying for the exercise anyway.

The statement was made earlier that homes are so expensive because logs are unavailable. We have got to access these logs but if we do not have enough logs, why are we exporting logs? That does not make sense to me. I fly over—I am a management executive and I do a lot of flying over Washington quite often and those clearcuts are just incredibly ugly. I am trying to move back, I am living in Washington right now, but I wonder if that is wise move since Idaho's going to be like Washington, I might as well stay where I am.

Senator McClure. Thank you.

Charles Sheroke.

STATEMENT OF CHARLES SHEROKE

Mr. Sheroke. Thank you. Right off, I would like to say that I am opposed to this timber industry welfare act. I feel this act should not be allowed to circumvent the National Environmental Policy Act or the provisions of the Endangered Species Act which it tends to do.

This bill is adopted under the premise, or so it would appear, that wilderness is land of no use, which is wrong. Wilderness is a land of allowing no abuse. To me, to offer 1,300,000 acres is an outrage.

Turning directly to some of the provisions of this act, particularly the Bonners Ferry allowable sales provision, 40,500,000 board feet annual cut is already artifically high and is above what the Forest Service has recommended. And what I find particularly loathsome is the last sentence of the Act which says, and it also mandates that 3,500,000 board feet come from an area currently designated as grizzly bear habitat.

Now, why would you mandate something like that, when the grizzly bear is an endangered species and we know that logging, roads, and continued access to those areas are what is resulting in the depletion of the species?

I would also like to address other provisions of the Act just very briefly. Section 301 which allows grazing in wilderness areas, to me, cows are not part of the wilderness experience. Predator control methods shall be continued as currently practiced in such lands. And in such lands, what we are doing is lacing meat with strychnine which allows any species to come and eat them and as a result die.

I would also oppose the provision prohibiting a buffer zone, and I would also prohibit the provision allowing continuous encouragement to enter the wilderness area for mineral prospecting.

Senator McClure. Thank you very much. If you have a written statement, it may be entered for the record.

Mr. Sheroke. I will.

Senator McClure. Jerry Stern.

STATEMENT OF JERRY STERN

Mr. Stern. Yes, my name is Jerry Stern and I reside in Sagle, Idaho. I have been a professional forester and land manager in northern Idaho for the past 21 years. My compliments to all of you in attempting to resolve Idaho's undeveloped land allocation issue. It is unfortunate that this issue has become so polarized so as to require your intervention. It is my hope that this expedient way to complete the land allocation process will not lead to problems in the future.

I will address the so-called wilderness proposal areas in only the north Idaho Panhandle, as I am not familiar with the rest of our state.

The following are some of my concerns and comments related to the northern Idaho proposals. Definable boundary lines are almost non-existent. Most boundaries are described by legal subdivision, Selkirk Crest, for example, are following haphazardly across the landscape, such as along the Scotchman Peak area and Lightning Creek. Most land managers will tell you such boundaries are not manageable. Will such boundaries be posted so wilderness qualities can be maintained? At what cost? What are the long-term maintenance costs?

Referring to the Selkirk Crest, I cannot imagine a wilderness that is a half-mile wide, which it is at its narrowest spot. There must be a hidden agenda for this area. I would make a suggestion to the land managers to color the boundary markers, as the backs of some can be seen from the faces of others.

What are the management implications for all the area adjacent to and outside the proposed wilderness? In many cases, man's activities can be viewed all the way to the valley floor. Will there be a request for buffer zones, which is very common on existing wilderness areas? Is this truly wilderness when town lights, smoke, roads, noise, and so forth can be seen or heard from many places in the proposed wilderness areas?

[The prepared statement of Mr. Stern follows:]

March 11, 1988

Honorable James McClure
Honorable Cecil D. Andrus

WILDERNESS TESTIMONY BY JERRY STERN
SAGLE, IDAHO

My compliments to both of you in attempting to resolve Idaho's undeveloped land allocation issue.

It is unfortunate that this issue has become so polarized, so as to require your intervention. It is my hope that this expedient way to complete the land allocation process will not lead to problems in the future.

I will address the so-called wilderness area proposals in only the Idaho Panhandle, as I am not as familiar with the rest of our state.

My credentials are professional forester, and land manager in Northern Idaho for the past 21 years.

Following are my concerns and comments related to the Northern Idaho proposals:

1. Defineable boundary lines are almost nonexistent. Most boundaries are described by legal subdivision (Selkirk Crest) or following haphazardly across the landscape (Scotchman along Lightning Creek). Most land managers will tell you such boundaries are not manageable. Will such boundaries be posted so "wilderness qualities" can be maintained? At what cost? What are the long-term maintenance costs?

2. I cannot imagine a "wilderness" that is ½-mile wide. What is the "hidden" agenda for this area? Be sure to color the boundary markers to blend in, as the "backs" of some can be seen from the "faces" of others.

3. What are the management implications for all of the area adjacent to and outside the proposed wilderness? In many cases, man's activities can be viewed all the way to the valley floor. Will there be a request for buffer zones (very common on existing wilderness areas). Is this truly wilderness when town lights, smoke, roads, noise, etc., can be seen or heard from many places in the proposed "wilderness" areas? What are the additional costs if more constraints are made?

4. I believe a dangerous precedent is being set be legislating a timber sell program on any ranger district. It is my opinion that any sell program should be based on the land's ability to produce, minus the effects of all constraints.

At the present time there are many constraints in the form of laws and regulations that the resource manager cannot break in his decision process. Some examples are 40-acre clearcut size, old growth effects, water quality laws, antiquity act, endangered species act, etc. All of these have an effect on the sell program. It is my feeling that a resource manager may be forced to break laws or regulations to accomplish an artificially high sell program.

What provisions have been made for adjustments if this wild scheme doesn't work? How many additional constraints will be legislated in the next ten years?

It is my hope that the small unroaded areas in Northern Idaho can be designated something other than "wilderness", as that classification degrades the areas that we presently know as wilderness.

Senator McClure. Thank you very much. The balance of your statement will be placed in the record. Thank you for your testimony today, ladies and gentlemen, I appreciate it.

If the following people will please come forward: Mary Corcoran, Ray Newcombe, Barbara Rawlings, Vicky Kingsland, James Kremer, James Jennings, Dan Funsch, and Skip Quade.

And will the following people on the list please come to the stage: Jim Newell, Ellen Scriven, Paul Smith, Brenda Tarvin, Tad Blank, Ed Katz, David McIntosh, John Samuelson, and Christopher Gilje.

Mary Corcoran.

STATEMENT OF MARY CORCORAN

Ms. Corcoran. I would like to thank you for the hard work that it took to reach a compromise on this forest plan. As an artist, homemaker and citizen of Boundary County, I was elated to learn that Long Canyon and the Selkirk Crest were involved in the 1,300,000 acres of wilderness. Although I must say I feel selfish after having to listen to many others' testimony from counties outside of my own that have gone before me.

The third largest employer in our county, the Rocky Mountain Academy, is largely dependent on wilderness for education and recreation. The Kootenai River and Bonners Ferry's new deluxe motel, advertises not only open land but wild land as well to attract its customers. In helping us to slowly break away from the dangerous dependency on one industry, logging, wilderness can continue to work for us by attracting more tourists and businesses who value and are dependent upon beautiful scenery and wilderness to the benefit of all who live in Idaho.

Senator McClure. Thank you.

Ray Newcombe.

STATEMENT OF RAY NEWCOMBE

Mr. Newcombe. My name is Ray Newcombe. I am a physician practicing internal medicine in Bonners Ferry. I have been in Bonners Ferry for over six years. Prior to coming to Bonners Ferry, I lived in the Silver Valley, practicing medicine in Kellogg. Since living in Bonners Ferry, I have spent time every summer doing volunteer trail work in the Selkirk and Long Canyon.

The purpose of my being here today is to express my support for the portion of the proposed Idaho Wilderness Bill that includes Long Canyon and the Selkirk Crest. Long Canyon is the last major drainage leading into the Selkirk Mountains that is not roaded. Since all of the other major drainages that lead from the Kootenai Valley into the American Selkirks have been roaded and logged, it is only right to preserve one drainage for future generations. Once roaded and/or logged, Long Canyon will look like every other drainage in the Selkirk. The Selkirk Crest as a wilderness area would be inadequate without the inclusion of Long Canyon. Parker Creek and drainage is not a substitute for Long Canyon. Parker Creek does not contain an old growth forest because of a relatively recent fire that spread through that drainage. Additionally, Parker Creek is not nearly as long as Long Canyon, nor is there a trail that runs the entire length of the drainage. Currently, Parker Canyon drainage and area does not get nearly the recreational use as does the Long Canyon.

Boundary County's economy is not solely dependent on timber. Other industries are not dependent on logging. These include, among others, agriculture, Rocky Mountain Academy as just mentioned, and tourism. The growing of hops has expanded dramatically in the last year since Anheuser-Busch has purchased and developed much land for this purpose.

Christmas tree farming is growing and expanding at an exponential rate. Rocky Mountain Academy, a school for troubled teenagers, has been growing at a faster than expected rate over the past four to five years. Currently they have approximately 180 students and it is my understanding that they plan to expand to 250 students. And as mentioned, it is the third largest employer in the county.

[The prepared statement of Mr. Newcombe follows:]

TESTIMONY FOR THE IDAHO WILDERNESS BILL

March 1988

My name is Ray Newcombe and I am a physician practicing Internal Medicine in Bonners Ferry, Idaho. I have been in Bonners Ferry for over six years. Prior to coming to Bonners Ferry I lived in the Silver Valley, practicing medicine in Kellogg, for two and a half years. Since living in Bonners Ferry, I have spent time every summer doing volunteer trail work in the Selkirk Crest and Long Canyon.

The purpose of my being here today is to express my support for the portion of the proposed Idaho Wilderness Bill that includes Long Canyon and the Selkirk Crest. Long Canyon is the last major drainage leading into the Selkirk Mountains that is not roaded. Since all of the other major drainages that lead from the Kootenai Valley into the American Selkirks have been roaded and logged, it is only right to preserve one drainage for future generations. Once roaded and/or logged, Long Canyon will look like every other drainage in the Selkirks. The Selkirk Crest as a wilderness area would be inadequate without the inclusion of Long Canyon. Parker Creek and drainage is not a substitute for Long Canyon. Parker Creek does not contain an old growth forest because of a relatively recent fire that spread through that drainage. Additionally Parker Creek is not nearly as long as Long Canyon nor is there a trail that runs the entire length of the drainage. Currently Parker Creek drainage and area does not get nearly the recreational use as does Long Canyon.

Boundary County's economy is not solely dependent on timber. The Forest Service must manage it's forests on a sustained yield basis and not overcut the area for the sake of jobs for the present generation while robbing jobs for future generations. In other words, roading and logging Long Canyon would only help a few present generation loggers and would do nothing for future generations.

Boundary County has other industries that are not dependent on logging. These include agriculture, Rocky Mountain Academy, and tourism. The growing of hops has expanded dramatically in the last year since Anheuser-Busch has purchased and developed much land for this purpose. Christmas tree farming is growing and expanding at an exponential rate. Rocky Mountain Academy, a school for troubled teenagers, has been growing at a faster than expected rate over the past four to five years. Currently they have approximately 180 students and it is my understanding that they plan to expand to 250 students. Currently Rocky Mountain Academy is one of the largest employers in Boundary County. This school makes extensive use of the local back country areas, including Long Canyon and the Selkirk Crest. It is well known that tourism is the fastest growing economy in all of Idaho. If Boundary County had a wilderness area, it would be one more aid in drawing tourists to our area. Logging Long Canyon would certainly not help and would probably hurt tourism in Boundary County.

In summary I would like to say that I support the portion of the proposed Idaho Wilderness Bill that includes Long Canyon and the Selkirk Crest as wilderness.

L.R. Newcombe, Jr., M.D.

Senator **McClure**. Thank you very much, Doctor. Your statement will be included in full in the record.

Barbara Rawlings.

Vicky Kingsland.

STATEMENT OF JAMES KREMER

Mr. **Kremer**. Hello, my name is James Kremer and I am here on behalf of myself and my two dogs. I live in the Rapid Lightning Creek area north of Sandpoint a ways. It is more than evident that the logging industry is blatantly irresponsible because of the number of clearcuts I have to cross just to get to some decent land to go camping or hunting.

There is a thin line between appeasement and compromise and I think the word compromise has been thrown around quite a bit and I think it is more of an appeasement, would be a better-suited term. Privately owned timberland consists of 24,000,000 acres and once they clearly got what they wanted out of that, through waste, mismangement and overkill, we handed over 41,000,000 to them. 36,000,000 of that 41—this is strictly in the northwest I am talking about and parts of California. And out of that 41,000,000, 36,000,000 were National Forest lands.

Now we are spending excess into the wilderness, it seems like a real obvious pattern of their insatiable appetite, to me. They have their own lands and that did not seem to last and then they wanted the National Forest and now they come begging for wilderness. And I was kind of curious once they get that, where will they go then?

You can make hamburger out of soybeans, but I do not think you can make a two-by-four out of it. Is there anything we have got left? Earlier, a gentleman said there is no elk in the wilderness. Well, somebody is up there pasting antlers on big horses then because there is plenty of elk up there. And there is grizzly bear and there is timberwolf and even then they are in danger in the thin strips of wilderness that is left. And if you really think about it, the wilderness that is in there would make up an extremely small percentage and I see no reason to have everybody compromise, as you put it. And that is about all I have to say.

[The prepared statement of Mr. Kremer follows:]

3/11/88

I earn my living as an artist, but before resorting to such a precarious occupation I was a surveyor. Ive worked on and headed crews for the Bureau of Reclamation, BLM and Forest service, Arma Geophysical, Mountain States Exploration, Svennungson Engineers and McMillen surveying in the mountains and prairies of Washington, Idaho, Montana, Wyoming North Dakota, Kansas, Missouri and Arkansas.

I remember sitting on a ridgetop of the Big Hole Mtns. of Idaho, waiting for a chopper to come and drop some equipment. I passed the time by counting the clearcuts which spotted the mountains for as far as I could see, as if scabs and sores on a buckshot animal. The patchwork led my eyes like stepping stones to the base of the Grand Tetons, which then did not seem so grand at all. I sqwinted my eyes and tried to imagine how they must have looked before man came with his diesel plows, chainsaws and siesmic lines. A chilled breeze picked and it began to rain.

I make my living with my imagination yet I am still unable to picture how it must have appeared, for in every mountain range ive ever surveyed in ive witnessed these scars of mans greed. Clearcuts,Slashpiles, Erosion and Silted Streams.

A logger once told me that,"Theres enough timber on the national forests to last two or three more generations at the present or proposed rate of harvest."

" What then", I replied. He looked at me with impatience.

" Why we go back and harvestum again of coarse, we plant Doug fir after we cut the overmature timber out. Thats what you college boys call Forest Managment".

I found the loggers argument troubling. For instance, his use of the word " Harvest". This metaphor equates the pine or douglas fir with cornstalks. A comodity rather than natural resource.

And " Overmature timber", this term is used by the timber industry to discribe any tree over thirty inches in diameter, As if a disease.

Another interesting one is " Forest Managment", seems to me that the forests were managing themselves qwite nicely before man came along.

Its the Timber Industry and Forest Service that seem to need the managment, or rather a leash.

George R. Staebler, former director of forestry at Weyerhauser Company, testified before a Senate hearing and detailed the industries reasons for cutting old growth and planting seedlings. The industry wants tree farms with:"... younger Douglas fir forests of the kind that will be grown as a crop to follow the old growth forest. At harvest, this forest, according to present projections, will be forty to eighty years old. The trees will be much more uniform than in the old growth forest and few will be larger than thirty inches in diameter. Now our raw material begins to approach the kind of uniformity that permits mechanization and automation; the uniformity characteristic of the vast majority of agricultural and manufacturing activities."

Assembly line mentality like this is whats distroying our national forests and threatening our last Wilderness areas.

In the Northwest and California, Commercial Timber Industries privately own about twentyfore million acres of forest lands. after depleting this resource threw mismanagement, overkill and waste they turned to the public lands. Over thirtysix million acres of the fortyone million put to thier disposal is National Forest land.

So now they are manuvering for access to our Designated Wilderness areas. The odvious pattern of an insatiable appetite. An appetite which has devastated the Tonguss National Forest of Alaska, Smokey Mtns. of Tennessee, Monongahela National Forest of West Virginia, the Adirondacks of New York and many others.

3/11/88

"The timber industry," said Dr. Edward C. Crafts, former Assistant Chief Forestor of the Forest Service, " is turning to the national forests as its own lands have been depleted of mature timber... The Forest Service has been and is being, pushed dangerously close to the brink with respect to timber managment of the national forests... Right now, the Forest Service is cutting about twice as much softwood sawtimber as it is growing. This situation cannot last."

Appeasment has never achieved an honorable goal. The fraction of land that is designated Wilderness is the last bastion of hope for struggling wildlife species such as the Winter Carabou, Timberwolf, Grissley bear and American Eagle. Small scrapes of turf when considering the percentage they occupy. The last small scrapes of American Heritage unmarred by greed.

-HENRY DAVID THOREAU wrote,

> If a man walks in the woods for the love of them...for half his days, he is esteemed a loafer; but if he spends his whole day as a speculator, shearing off those woods, he is esteemed industrious and enterprising— making earth bald before its time.

JAMES R. KREMER
8675 RAPID LIGHTNING CRK.
SANDPOINT IDAHO,
83864

Senator McClure. Thank you very much. And your prepared statement will be placed in the record.

James Jennings.

Dan Funsch.

STATEMENT OF DAN FUNSCH

Mr. Funsch. My name is Dan Funsch and I reside in Montana. I would like to voice my opposition to the wilderness bill here as it is called. I think it is really more of a wilderness destruction bill. We have yet to figure out a way to create wilderness. We have some ideas, but we have not done it. In the name of compromise, it seems to be one of the things that led to this bill, in the name of compromise this bill will mandate timber harvest. And this, in effect, will block the appeal process. It will subsidize huge amounts of roads and it is going to sell timber at a deficit. The taxpayers will be paying for this.

The definition of a road in this bill is such that any yahoo with a Jeep can go in and create a road and what happens to the wilderness? Now, this may be compromise from the perspective of you folks or it might be a political compromise, but from the perspective of forests, it is just a disaster. So what is the alternative?

I think that we have got to start finding a way to get out of these "boom and bust," "take the money and run" economic cycles. We have got to come up with some creative alternatives. How much time is this compromise going to last? People are throwing the industry a bone here. In 10 or 20 years, what are we going to be doing then? What is the compromise going to be at that time? How much is going to be left?

Right now we have got about 20 million acres in Idaho and Montana that deal with Forest Service and BLM lands. I suggest that all of that be protected and I also think we have to seriously consider reclaiming areas and closing roads that come in the middle of these wilderness areas. People call that a radical position. You know, let us put it in perspective. Is not it more radical to destroy 8,000,000 acres of wilderness which is what this bill does. To me, that is radical. Isn't it more radical to build over 20,000 miles of roads? That sounds more radical to me, and that is what the Forest Service would do. So please consider that perspective and I will be sending further written comments too.

Senator McClure. Thank you. We will include that in the record.

Skip Quade.

STATEMENT OF SKIP QUADE

Mr. Quade. I am a sportsman, fly fisherman, hunter and taxpayer of Kootenai County, Idaho. I appreciate the opportunity to respond to this bill.

Although I am in favor of wilderness designation for much more acreage than this bill calls for, I would like you to know that I am not against responsible logging. I work in construction, and I realize the importance of logging to almost all north Idaho communities.

I do have a problem with the way logging is done there and a problem with the disproportionate amount of the U.S. Forest Service budget spent on logging and road building versus recreation. My reasoning is listed there.

What that leaves me with is a wilderness designation. I see wilderness as the only way to keep some small pieces of Idaho safe from chain saws and roads. I have no alternative. We cannot get a water quality bill in Idaho to protect our water. The Forest Practices Act, or BMP's are unenforceable, and rely on loggers to police themselves. Private timber holdings in the forest are being clearcut full sections at a time. There is very little responsible logging being done. Since the easiest to access timber was taken first, we are now faced with harvesting of steep slopes and remote locales which require special harvest practices, yet the timber companies do not seem willing to adapt to the conditions. I challenge any of the logging contractors here to show me a harvest site they are proud of.

This brings me to the bill. To me there are too many areas excluded, the language makes me worried and the boundaries are somewhat of a joke, following no natural boundaries, rather the notion that a ceiling was put on what was going to be wilderness beforehand and the areas were chopped in straight lines to accommodate some predetermined figure of total acres.

Elk Summit was left out completely, as was the Fish and Hungrey Creek. Both areas would complement the Selway-Bitterroot Wilderness and are vital to steelhead and native westslope cutthroat. The Kelly Cayuse boundary should be extended to include all the treeless areas north of Pollock Ridge up to the Montana border to the Steep Lakes area.

Also, about 30,000 acres in the Williams Peak area was omitted. Since these areas have very little commercial timber value, I would like to know why they were not included. Kelly Creek is a special place in Idaho. The area was burned in 1910 and never grew back. I implore you to rethink this area. As mentioned before, the language is bad. Senate bill 2055 overturns appeals that have yet to be heard. The notion that the Secretary of Interior—just in closing, I will say Idaho is known throughout the nation as a special place of wild rivers and unscarred beauty. Please take my concerns into consideration and amend the bill to include more of Idaho in the wilderness designation.

[The prepared statement of Mr. Quade follows:]

Committee Members:

I am a sportsman, flyfisherman, hunter, and taxpayer of Kootenai Co. Idaho.

I appreciate the opportunity to respond to this bill (s.2055)

Although I am in favor of Wilderness designation for much more acreage than this bill calls for, I would like you to know that I am not against responsible logging. I work in construction, and I realize the importance of logging to almost all No. Idaho communities.

I do have a problem with the way logging is done here, and a problem with the disproportionate amount of the USFS budgets spent on logging and road building, verses recreation.

As a sportsman, the scars of clear-cuts, the inadaquate slash removal, the lack of re-foresting, the inadaquate monitoring of cumulative logging practices on watersheds, and the expensive roads, which open up more of the National Forests to humans, bothers me.

As a flyfisherman, the continued sediment loading of rivers which smothers habitat, the inadaquate studies of cumulative effects of skid trails and roads, and the disproportionate amount of dollars spent to rehabilatate, bothers me.

As a hunter, the access provided by these expensive roads, undermines the seclusion that elk, bear, and wild creatures deserve. This bothers me.

As a taxpayer, I feel my tax dollars would be better spent on direct funding of education, rather than building roads, (some at $90,000 per mile). Roads into the last of the back country of Idaho. Roads for the benifit of timber interrests, and to the basic detrement of fish, wildlife, our children, and to the National Budget deficit.

What that leaves me with is Wilderness Designation. I see Wilderness as the only way to keep some small pieces of Idaho safe from chainsaws and roads. I have no alternative. We can't get a water quality bill in Idaho to protect our water. The forest practices act, or BMP's are un-enforceable, and rely on loggers to police themselves. Private timber holdings in the forests are being clear-cut full sections at a time. There is very little resposible logging being done. I would like to see logging contractors required to post a sign after harvesting. These signs would let everyone know who did the work. Can they possibly be proud of their work? I can envision the signs saying " This fragile acreage clear-cut, burned, and raped at taxpayer expense by so&so logging or so&so timber corperation." Since the easiest to access timber was taken first, we are now faced with harvest of steep slopes and remote locals which require special harvest practices, yet the timber companies don't seem willing adapt to the conditions. I challenge any of the logging contractors here to show me a harvest site they are proud of.

That brings me to the bill (S,2055)

To me there are too many areas excluded, the language makes me worried, and the bounderies are somewhat of a joke, following no natural bounderies, rather, the notion that a ceiling was put on what was going to be Wilderness beforehand and the areas were chopped in straight lines to accomadate the pre-determined figure of total acres.

Elk Summit was left out completely, as was the Fish and Hungry Creek areas. Both areas would compliment the Selway Bitterroot Wilderness and are vital to steelhead and native Westslope Cutthroats.

The Kelly Cayuse bounderies should have been extended to include all the treeless area north of Pollock Ridge, all the way up the Montana border to the Steep Lakes area. Also about 30,000 acres in the Williams Peak area was ommited. Since these areas have very little commercial timber valve, I would like to know why the weren't included. Kelly Creek is a special place in Idaho. The area was burned in 1910 and never grew back. I implore you to re-think this area.

As mentioned before, the language of (S.2055) is bad. (S.2055), overturnes appeals that have yet to be heard. Why?

The notion that the Sec. of Interior will inventory all parellel tracks in the designations and exclude them from Wilderness is absurd!

Stripping water rights from Wilderness areas is preposterous. I hope it will be proved illegal with a case pending in Colorado.

The clarity of C8S and C1 prescriptions is at the least questionable. Will special management areas be protected at all?

I am the president of a local flyfishing club, and V.P. of a Trout Unlimited chapter, and we feel that the remaining roadless areas of the back country are typically the head waters of the major Rivers of Idaho, and we cannot afford to continue on a course of habitat destruction indefinitly. 1.4 million acres of the 9 million acres of roadless National Forest is not enough to ensure our children have the same Wilderness heritage we have. It is also a very disproportionate figure considering the total of 9 million.

I implore you to re-think these concerns and to preserve more of Idaho for our children and ourselves. Idaho is known throughout the nation as a special place of wild rivers and un-scarred beauty, please take my concerns into consideration and and ammend (S.2055), to include more of Idaho in the Wilderness Designation.

Thank you,
Skip Quade
Skip Quade
826 5th Place
Coeur d' Alene, Idaho
83814

Senator McClure. Your entire statement will be placed in the record. Thank you.

Thank you, ladies and gentlemen.

Ms. Rawlings. Excuse me, Senator, I'm Barbara Rawlings.

Senator McClure. Oh, all right, Barbara. I'm glad you came.

Ms. Rawlings.

STATEMENT OF BARBARA RAWLINGS

Ms. Rawlings. Thank you. I am Barbara Rawlings and I am a health care practitioner, I live in Bonners Ferry, Idaho, and I have lived there for ten years. Long Canyon has been an issue of local concern for even longer than that. This controversy began in the early 1970's and since that time, without interruption, there has been a grass roots effort to see that that drainage is set aside as an example of what America once was for the benefit of Americans not yet born. Long Canyon has been the focus of community gatherings supporting first one point of view and then the other. Harsh words have been voiced periodically and testimony such as this has been gathered many times. Letter upon letter has been written. The effect of this issue on our community has been to create a controversy and a polarization. And it is time that it came to an end.

We are only talking about 20,000 acres of land and your recommendation is good. No longer will our community be drained of energy in this way and a decade and a half of polarization will end. We can look ahead to work together instead of wrestling each other to the ground in a way that is non-productive to all of us.

You have the power to aid us greatly in this matter by leaving a single drainage undeveloped, and at the same time making clear what resources will be available to the timber industry. It is time we all pulled together to improve the overall health of our community rather than choosing sides and jockeying for political position.

It is time to become neighbors again, and I thank you all for the work that you have done in trying to help get this bill passed so that we can get back to the business at hand.

Senator McClure. Thank you very much for the statement. Thank you, ladies and gentlemen.

If the following people would please come to the tables: Jim Newell, Ellen Scriven, Paul Smith, Brenda Tarvin, Tad Blank, Ed Katz, David McIntosh, John Samuelson, and Kristofer Gilje.

Jim Newell.

STATEMENT OF JIM NEWELL

Mr. Newell. If I may just throw a little pun in here, listening to this all day then reading parts of this bill and everything reminds me of what history tells us that happened in the 1800's when certain money people, farmers, and so forth wanted more land, they sent out representatives from the Great White Father and they came and told the Indians, hey, we need more land. I was appalled to discover that no mention was made of the Elk Summit country on the very edge of the Selway-Bitterroot wilderness area to the north. My first trip into the Lochsa River country was in the fall of 1937, many years before most of you were born. That was also the very first year that elk hunting was opened up in the game preserve which included the area surrounding Elk Summit.

In those days, there was a dirt single-track road to Powell Ranger Station, one down the Lochsa River, a primitive road up to Elk Summit and four miles beyond.

In the brief time I have, it is impossible for me to describe to you how beautiful that country was from Lolo Hot Springs on into Powell Ranger Station.

The trail on down the Lochsa River, and of course, the area on the way up to Elk Summit, the fishing and the elk and deer hunting was beyond your wildest dreams.

Since Highway 12 was finished on down to Kooskia and the logging roads going every which way, clearcuts and overall so-called modernized logging, it is almost impossible for me recognize most of that country. And I would not have been able to if I had not returned quite a few times since 1937.

Twenty years ago, the First Forest Service started; well, some of this has already been said but I would just like to state that it is bad country to build roads on. It ain't just the roads, it is what happens in between those roads when logging happens. Already there is a railroad company that is logging that portion on the way up to Elk Summit. You cannot recognize that part. Let me say just this one thing: Jeep tire cats and rubber tire cats touch every bit of the country in between the roads and everything they touch is almost gone. Whole trees are logged out and standing trees, the bark is removed from most.

[The prepared statement of Mr. Newell follows:]

Jim Hubbell
E. 7181 High Chaparral
Coeur d'Alene, Ida.
83814

To: Sen. Jim McClure
Room 307 Federal Bldg.
Coeur d' Alene, Idaho.
83814

For S. 2055

In reading the draft of the "Idaho Forest Management Act of 1988" it reminds me of the dealings and agreements our history shows were made with the Indians in the 1800s. People concerned with keeping some roadless areas as Wilderness to preserve timber, water quality as well as the aesthetic values being the Indians. The politicians in Washington D.C. representing, as always, the "Great White Father".

Instead of killing off the buffalo and indian ponies to control the Indians, this time it appears they want to kill off all the timber and the balance of the game to control us.

I was appalled to discover that no mention was made of the Elk Summit country on the very edge of the Selway, Bitterroot Wilderness area to the North.

I would like to speak to this area as it is country similar to the Mallard-Larkins as to soil, rock formations, altitude and water drainages. Also I am quite familiar with the Elk Summit Country.

My first trip into the Locksaw River country was in the fall of 1937. That was also the very first year that Elk hunting was opened up in the "Game Preserve" which included the area surrounding Elk Summit.

In those days there was a dirt, single-track road to Powell Ranger station, (None down the Locksaw river) a primitive road up to Elk Summit and four miles beyond.

In the brief time I have here it is impossible for me to describe to you how beautiful that country was from Lolo Hot Springs on into Powell Ranger Station, The trail on down the Locksaw River and of course the area on the way up to Elk Summit. The fishing and the elk and deer hunting was beyond your wildest dreams.

Since highway #12 was finished on down to Kooskia and the logging roads going every which way, clearcuts and overall so-called modernized logging, it is almost impossible for one to recognize most of that country. I probably wouldn't be able to if I had not returned many times since 1937.

As I stated before, the road from the Locksaw River to Elk Summit was a primitive road and the last time (2 years ago) that I was there, the upper part from Savage Pass on in remains the same.

It has always been hard to keep this road maintained. Grading the granite outthrusts of rock and the Mica-Schist type of soil makes it almost impossible. The slightest rain makes it very slick and necessitates 4 wheel drive or chains.

4

Twenty years ago the Forest Service started building a new road up to the top of Savage Pass. (seven miles) In those twenty years, I have only been able to travel on that section three times. All the other times, it had been filled up with earth slides in the road or the road had disappeared from underneath.

The area from Powell Ranger Station about 1/2 the way up to Savage Pass (3 1/2 miles) is checkerboarded with sections owned by a railroad. That company started logging these sections about 13 years ago. (I should say "Raping the Land) they are mostly all clear cuts.

I often have wondered. Did the Forest Service build that new section of road for the use of the Railroad Company to take their logs out?

All the Water in this section

5/ either drains directly into White Sand Creek, a beautiful fishing stream or the Locksaw River.

If all this land to the Wilderness Boundary, is aloud to be logged, you can't forget about fishing in the lower section of White Sand Creek or that portion of the Locksaw River.

I have gone into this disertation on the Elk Summit area because I am so familiar with it. I have seen how roads and logging have changed and ruined the forests and land along the way. Not to mention the Elk hunting.

The Locksaw river area used to be prime Elk wintering habitat, not anymore.

I might add the Elk Summit area and the Wilderness back-Country still looks the same now as it did in 1937, Thanks to many farsighted people who fought for it. Certainly, not the country

4/ you travel through to get there.

It isn't only the logging roads in this type of soil and high country that is so devastating but also the Modern, mechanized type of logging. Skidding Jammers were bad enough but the skidding Cle-track Cats as well as the rubber-tired ones are dynamite to the soil and vegetation in-between the roads. Whole trees are skidded out and if there should be any trees to be left standing, the bark is peeled off of those also.

Please do something for this area as well as the Mallard-Larkins area.

Sincerely
Jim Newell

Senator McClure. Your entire statement will be made a part of the record. Thank you.

Ellen Scriven.

STATEMENT OF ELLEN SCRIVEN

Ms. Scriven. My name is Ellen Scriven and I have lived and worked on a small farm in Kootenai County and the statement that I read is also Paul Smith's. We are here today to express our opinions about the effects the proposed Idaho Wilderness Bill will have upon the welfare and health, in all senses of those words, of us as individuals and upon us collectively as members of American Society. It seems to me that what we ought to be considering, above all else, is the welfare and health of an entity far more important, that of earth.

Upon this supreme organism, we are totally dependent and we are only one species of countless dependents. As humans, we are here for less than a fraction of a second in the time frame of life upon this planet.

But we are in a position to make decisions about such drastic and lasting acts as the removal of hundreds of years of individual tree growth from hundreds of thousands of acres of land seems almost incomprehensible. Yet, here before us is a proposal of just such consequence and impact. It is impossible to determine the extent of damage that will be incurred by populations of native flora and fauna and by their habitats in the implementation of all the special management practices of this bill. Regardless of our individual opinions about the necessity of penetrating wilderness areas with roads and harvesting the trees found there, we can be certain of one thing: Damage will be done.

Our voices are raised to advocate the need for jobs, the need for resources such as lumber to be put to our use, the need for economic stability and the need for quiet and pristine states where we can exchange our fast pace, consumeristic patterns of daily living for solitude, relaxation, recreation, and for a sense of wonder and for a sense of our place in the scheme of the natural world. There is a voice which we will not hear testifying today, that of earth. We must venture into one of the few places which, by accident or design, still remains where a delicate balance of nature has not been upset by others of our kind. This bill does not give adequate protection to our precious remaining wild spaces. It does not respect the rights of many of the inhabitants of such places. We assume that it is our role to decide how much timber should be harvested and when, to decide where to build roads to carry this out, to decide how much to allow disturbance of wildlife, how much we may muddy streams and rivers and where we may make our mark. Let us have some humility.

I believe our need for wilderness is insignificant in comparison with the earth's need for wilderness.

Senator McClure. Thank you for your statement.

Paul Smith.

Ms. Scriven. I read his statement too.

Senator McClure. All right. Thank you.

Tad Blank.

Ed Katz. While Ed is coming up, we will hear from Kristopher Gilje.

STATEMENT OF KRISTOPHER KNUTSON GILJE

Mr. **Gilje**. My name is Christoper Gilje. I am a self-employed carpenter and have lived in Boundary County for six years. I am in favor of wilderness designation for Long Canyon. I believe Long Canyon wilderness would be good for Boundary County and would benefit people everywhere.

I am in favor of wilderness areas in all parts of the state and country. Land that has not been altered by human beings has its own intrinsic value. Land need not be used for profit or creation of jobs to be valuable. Wilderness is valuable for different reasons than plowed or logged land, yet it is more important or just as important.

We are dependent upon farms and forests for our food and homes. These are important uses of land, but not the only ones. Most of the country has been logged or plowed. I believe we should save the wild lands that are left.

Land that is being logged should be logged carefully with allowable cuts set to protect the forests, not to protect certain types of jobs which perhaps the forest cannot support. Jobs that exist at the cost of harming the environment are temporary jobs that cause permanent damage.

The wilderness lands that remain do not belong only to the people who live near them. We do not have the right to use them solely for our own job security. The land belongs to all people. We are fortunate enough to enjoy these wilderness lands every day. Others come to enjoy them once a year. For others, it is enough to simply know they are there.

Many mistakes have been made and are being made on how to use the land. Much damage has been done. Some, we in future generations will always have to live with. We really do not know the long-range consequences of our present farming, logging and mining practices. Let us keep some land safe. The stakes are high.

We cannot save enough land for wilderness at this point. Long Canyon wilderness area in Boundary County should be kept in the bill.

Senator **McClure**. Thank you very much.

Ed Katz.

STATEMENT OF ED KATZ

Mr. **Katz**. I speak on behalf of my wife and myself and my sons. We have been residents of northern Idaho for 11 years. Each year our appreciation for Bonners Ferry grows. Although a cliche, Idaho is what America was. This sums up why we love this area. The people's values, their work, and the setting in this county could only be matched unfortunately in few places in the U.S. Long Canyon and the Selkirk Crest contribute greatly to the uniqueness of this county. We would like to take this opportunity to thank you for including these areas in the new wilderness bill. It is at times like these that I wish I were a famous orator so that I could convey the excitement of hiking and seeing the forests and knowing that this is exactly what explorers, trappers, and natives saw in all of America instead of what remains as one half of one percent of the land mass. I wish I could convey the pleasure of knowing what the entire symphony of nature is present here, grizzly bear, pine martins, cougar and moose and whatever else is included in the original design. I wish I could convey the joy and awe of my son's face, Jacob, his mother and myself trying to reach our hands around one of the giant cedar trees. There is no need to take Jacob to a tree museum, it is all there in Long Canyon.

When RARE I came out about 12 years ago, there were 10 or more potential wilderness areas in Boundary County. Now we are down to one, Long Canyon in the Selkirk Crest. We are potentially doubling the road mileage. We cannot afford to literally spend our resource budget to the point of being in debt or bankrupt. We must balance the resource budget or better yet, put some in savings. Long Canyon represents the savings.

Senator **McClure**. Thank you very much. Is John Samuelson here? John Samuelson?

Ladies and gentlemen, thank you. That concludes the list of people who have expressed a desire to be heard. I appreciate the appearance and testimony of each of you here today.

Governor, do you have any comments you'd like to make at this time?

Governor **Andrus**. I would just point out to the people that I think, Mr. Chairman, that I appreciate your willingness to participate in a long day. No one has said that we had a perfect document, but the last three days have shown us the people of this State have their feelings about various areas and in all candor, I would have to say that except for the two parties that refuse to compromise on both ends of the scale, that is regrettable, but I understand it.

I hope that we can move forward and have a resolution of this as the lady from Bonners Ferry said a moment ago, so that we can continue on with our lives and the disposition of the rest of the problem. Regardless of your posture, thank you for participating. You have been heard. You will be listened to.

Senator **McClure**. Thank you. Congressman Craig?

Congressman **Craig**. Nothing.

Senator **McClure**. There are a number of people who have requested the opportunity to appear who contacted the office whose names were put on the witness list and who have not responded as their names were called today. I will not take the time to go back through the list. Are there any persons here whose name was on the list and who have not yet had the opportunity to appear?

Would you state your name, please.

STATEMENT OF ROGER HARRIS

Mr. **Harris**. My name is Roger Harris and I would kind of like to see the areas left open as they are right now. My family and I like to enjoy camping. We camp with a travel trailer. We do not put our camps on our backs to go back to the back country so I would like to leave it where the roads are open so we can enjoy the area.

I am opposed to the severe logging maintained the way it is these days.

Senator McClure. Thank you. You are the Roger Harris that appears on the list from Greenacres, Washington?

Mr. Harris. Yes, I am.

Senator McClure. Thank you.

Any others? Sir?

Mr. Wright. My name is Ken Wright of Coeur d'Alene.

Senator McClure. Please come forward so we can make sure we hear you, I did not mean you had to speak from where you are.

Mr. Wright.

STATEMENT OF KEN WRIGHT

Mr. Wright. Yes, my name is Ken Wright. I am from Coeur d'Alene and I was on the list. I missed my opportunity. I expected with the number of people ahead of me it would be 4:00 before I would be called on. I appreciate your giving me the opportunity to say something, however.

I guess the standard format is to state your name and credentials and it appears that credentials here are how many years you have lived in Idaho. I have lived in Idaho for 22 years. I do teach environmental science at the North Idaho College and I want to make it very plain that I am not making any statement on behalf of the institution at all.

But the fact that I have taught environmental science for a long time has truly opened my eyes up to some of the things we are doing to our environment. I appreciate very much the fact Governor Andrus and Senator McClure are attempting to reach a compromise. There are so many areas in life where we must compromise. As I am sure you know, one of those is your marriage, you have to get along with your spouse. But there are some things that one should not compromise on. And I think the way we treat our environment has to be one of those. We need roadless undeveloped lands in this country if for nothing else for scientific efforts. There is not a lot left. And Idaho is very fortunate to be in the position of having some of that land. It is very true that we have more than our share of roadless land, but we also do not have our share of oil refineries and freeways and chemical factories, and for that we can be very thankful.

I would encourage you to consider placing quite a bit of additional land in the wilderness category in the proposal that is presently being recommended. The reasons, I will give in my formal statement.

The reason this land is still there undeveloped I think you and I both know is because it is either too inaccessible or the resources were of too little value to be developed earlier.

Senator McClure. Thank you very much.

State your name, please.

STATEMENT OF TAD BLANK

Mr. Blank. My name is Tad Blank and I was on the list as 111 and I am sorry I was absent when my name was called.

I live and work in Bonners Ferry. I work for the Forest Service and have for the past seven years. I have worked mainly in recreation but I have also worked for timber. I am going to speak mainly as the bill affects our county up there. With the exception of the increased timber harvest which I really do not believe can maintain a sustained yield in the forest up there. That is not just my opinion, but the professional foresters of the Bonners Ferry District also.

I believe the bill is a good compromise for us up there with the possible exception of that one point. And I believe it is very important that Long Canyon should be included in the bill. It is the last drainage district in the county that has not been roaded and logged and we should preserve Long Canyon and its old ghost forests for future generations, not just where we are up there, but for the whole country. And that is all I have to say.

Senator McCLURE. Thank you very much.

That I believe concludes the hearing. I appreciate very much the interest of those who have been here all day. It has been a long three days. We have a voluminous record. We will now not only consider what has been said, but we will also study the record and the written submissions that accompanied some of the statements.

Thank you very much.

[Whereupon, the hearing was adjourned, subject to the call of the Chair.]

[COMMITTEE NOTE.—Due to the voluminous nature of materials submitted for the record all additional statements and letters have been retained in subcommittee files.]

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